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EXECUTIVE SUMMARY

A PROPOSAL FOR THE FORMATION OF THE ARMY PERSONNEL CENTRE IN GLASGOW: A CONSULTATIVE DOCUMENT

1. The present organisation based on 9 sites is not the most cost-effective means of providing an efficient personnel service for the Army. Collocation on a single site and integration of functions offers considerable opportunities for improved effectiveness, as well as scope for achieving significant savings in overheads. A single location would comprise modern office accommodation with an appropriate modern IT infrastructure.

AG, MS, DGAMR and their Headquarters Directors would move to the Personnel Centre by 1 April 1995, though a very limited number of staff would be retained in the South of England, whose presence there is essential. The other work at present carried out in the MROs, RPOs and APO(OA) would move and the existing offices close on a phased basis by 1 April 1996.

2. Establishment of an Integrated Army Personnel Centre would realise savings in the region of 38% in military and civilian staff by 1 April 1995 (or over £3.2M in a full year). This comfortably exceeds AG's PROSPECT/Options targets; specifically meeting the requirement that Headquarters numbers should reduce from 822 to 647 by 1 April 1995. Both the detailed staffing numbers and the grades and the military/civilian mix will be subject to close scrutiny and audit before implementation, and the proposed staffing levels in the consultative document should be read with this in mind. It is therefore recognised that there

will be a need for further discussions as detailed staffing levels are refined.

LOCATION

3. A wide range of options on the Defence Estate was evaluated as potential sites for the Centre. Developments on greenfield sites in the South of England, Stockton-on-Tees and adjacent to all the existing locations outside London were considered, and a number of existing properties were also appraised. One of the most important criteria used in determining the suitability of a site was the ability to recruit and sustain the civilian workforce. It was also considered desirable to develop close to an existing location in order to preserve a nucleus of skilled staff and to keep redundancies to the minimum possible. All options assume that the Pensions Office will remain based in Glasgow.

4. It was concluded that the 3 most attractive options in financial terms were RAF Hullavington, and commercial properties in Glasgow and Bedfordshire. However, RAF Hullavington is already earmarked for other military use, and both this and the property in Bedfordshire suffer from the serious disadvantage of not being close to an existing site and the consequent lack of a substantial existing core of trained staff. The recommended option is therefore that the Army Personnel Centre should be located in Glasgow.

THE CASE FOR GLASGOW

5. An Army Personnel Centre in Glasgow should produce savings of £110M over 25 years (£35M in net present value terms). Expenditure in the first 5 years at £47M is marginally more than for the Bedfordshire property, though the difference is small enough to be within the margins of estimating error. However, Glasgow has the advantage of a pool of over 300 experienced staff who could form the nucleus of the Personnel Centre. It is not believed that it would be difficult to recruit the additional 700 non-mobile staff that would be required, or to sustain a civilian workforce of about 1,000 there.

6. As the consultative document explains, non-mobile staff from other locations will be offered the opportunity to transfer to Glasgow on bulk PPI terms. It is to be hoped that as many staff as possible decide to relocate there.

STAFFING ISSUES

7. The existing non-mobile staff in Glasgow (about 320) would remain and some 700 more non-mobile posts would be created. Mobile grades in Glasgow would number 135 compared with the present 37.

8. It is intended to explain the advantages of relocation to Glasgow to the staff in other locations, but the number of staff wishing to relocate there must be highly speculative, and it is recognised that for many relocation is not a realistic option. It is the aim to handle those staff as sensitively and

considerately as possible, arranging transfers to other MOD establishments or other Government Departments wherever possible. Maximum use will be made of early retirement; but where redundancy is unavoidable counselling will be available. It is hoped that the phased nature of the move will enable maximum use to be made of natural wastage and early retirements.

THE WAY AHEAD

9. Subject to the outcome of consultation, the aim is to acquire a property in Glasgow before the end of the current financial year, and to form an Army Personnel Centre there by April 1995.

A PROPOSAL FOR THE FORMATION OF THE ARMY PERSONNEL CENTRE IN
GLASGOW

A CONSULTATIVE DOCUMENT

SECTION 1 - INTRODUCTION

BACKGROUND

1. The PROSPECT exercise provides a unique opportunity to improve the coordination, efficiency and cost effectiveness of those staff responsible for the Army's personnel process, by bringing them together into an integrated Personnel Centre.

2. The Adjutant General therefore directed that a Study be mounted to examine the personnel process of the Army and to identify the organization necessary for the Army's personnel function to be performed in the most efficient and cost effective manner.

3. The Study was to examine and make recommendations with a view to integrating the function of the following organizations within an Army Personnel Centre:

- (1) Army Pensions Office (APO).
- (2) The Military Secretary (MS)
- (3) The Army Officers' Documentation Office (AODO).
- (4) The Army Personnel Branches (PBs).
- (5) The Manning and Records Offices (MRO).
- (6) The Army Pay Office (Officers Accounts)
(APO(OA)).
- (7) The Regimental Pay Offices (RPOs).
- (8) Other relevant organizations.

4. The Study was also to report on the deployment and chain of command of the Directorate of A Information Systems (DAIS(A)).

5. The Study was to incorporate appropriate technological systems to meet the needs of the organization into the 21st century and to recommend the preferred site.

6. The Trade Unions were sent the terms of reference for the Study on 9 June 1992. (A copy of the letter to the Secretary of the MOD Council of Civil Service Unions (CCSU) is at Annex A. A similar letter was sent to the Industrial Trade Unions).

AIM

7. The aim of the study was therefore to:

"Identify the organization necessary for the personnel function of the Army to be performed in the most efficient and cost effective manner, to define an appropriate integrated technological infrastructure to support the organization and to recommend the preferred site for the organization to be established."

APPROACH

8. The approach adopted in the Study was to examine the business function performed by those establishments concerned with the personnel process to reveal what benefits might accrue from integration. In this context the work done by consultants in the early days of the formulation of the A Area IS Strategy (AISS) was of interest.

9. The Study Director, Brigadier Roberts, formed 3 working groups to assist the project team in the detailed work which was to follow. The groups were:

a. An Organization Working Group comprising senior officers, expert in their field, to advise how best to deploy the reduced resources resulting from 'Options for Change', and to identify the organization required to enable the personnel function of the Army to be performed in the most efficient and cost effective manner.

b. A Technology Infrastructure Working Group comprising technically qualified representatives from within MOD to assist in the review of and in the definition of an appropriate technological infrastructure.

c. An Accommodation and Location Working Group comprising the relevant MOD experts and consultants, to define the accommodation required and to report on the suitability of potential sites on the Defence Estate and the Common User Estate.

10. The Study Director visited the US Army and was briefed on the role and function of the Total Army Personnel Command and the Army Reserve Personnel Centre. During these visits he became aware of "The Corporate Information Management" (CIM) initiative which is sponsored by the US Director of Defense Information. This initiative, which includes a Business Process Improvement Programme, was at that time focused upon personnel administration within the US Department of Defense. A meeting was subsequently arranged with the US Deputy Director of Defense Information to discuss the objectives of the initiative and the analysis techniques being employed.

11. Visits were made to the RN and RAF to discuss their approach to personnel administration. Discussions were also held with the Personnel Directors and IS Directors of major banks to gain an understanding of current commercial practice.

12. A meeting was held with the Secretary of the MOD Council of Civil Service Unions (CCSU) on 24 August 1992. Subsequently, visits were made to all sites concerned where local representatives were briefed on the conduct of the Study and were able to question the Study Director.

13. The Minister (Armed Forces) has discussed the conduct of the Study with delegations from:

Chester
Ashton-under-Lyne
York
Exeter
Leicester

A complete list of those consulted is at Annex B.

SECTION 2 - REVIEW OF FUNCTION AND ORGANIZATION

BACKGROUND

14. The purpose of this section is to address the case for bringing together all the organizations concerned with the Army personnel process. (The function, complement and organization of MOD HQ staff has not been considered).

15. The current dispersed organization has its origin in a much larger Army served by establishments formed to deliver specific administrative functions by manual processes. There are Manning and Record Offices (MROs) and Regimental Pay Offices (RPOs) throughout the land and separate offices for Army Officers' pay as well as for Army Officer's documentation. Dispersal was seen to reduce the risk of disruption to the manning and mobilisation process in the event of war.

16. The exploitation of IT in the A Area evolved from the initial use of computers to automate the payment of soldiers in the early 1960's. In the ensuing years many personnel administrative applications were developed on the central mainframe computers at Worthy Down. Automated data acquisition systems and 'on line' information systems evolved from that central base.

17. The result is a collection of poorly integrated systems, long overdue for regeneration. This is due to the fashion in which functions were automated over the past 30 years, and to persistent under-investment in emerging technology with associated improvements in techniques and methods.

18. With hindsight it is clear that this has created artificial boundaries which have in turn caused organizational anomalies. This has resulted in division and distrust and a reluctance to exploit IT.

19. The creation of the Adjutant General's Corps, in April 1992 provides a focus for professional personnel administration, and could provide an opportunity to remove many of the artificial boundaries which distort the current organization.

20. Army IT experts have identified the weaknesses in the current systems and developed practical proposals to overcome them. While the case for a central corporate database of personnel records is not questioned there is a need for local 'user friendly' systems to exploit information which is to be provided in a form specific to the functional requirement of the user group concerned.

21. It is also recognised that 'pay' is a product of the personnel administration process and that data related to 'pay' is an integral part of the personnel record. There is considerable duplication in the handling of data and the closer integration of many of the clerical processes of MROs and RPOs and between AODO and APO(OA) could result in greater efficiency and improvements in service.

22. As a consequence of the reducing size of the Army over the years and the automation of pay and the recording function, MROs and RPOs have reduced in number and are currently collocated on 5 sites termed Fixed Centres. The Arms and Corps served by the respective fixed centres is shown at Annex C.

APPROACH

23. A Working Group was formed to advise the Study Director on the functions performed at the various centres. The objective was to identify where separate departments were carrying out processes which, by being grouped together with common management, could lead to improved integrated processes with resultant enhanced efficiency and economies. The work of the group was reinforced by an organizational analysis exercise which was carried out with external consultancy support.

DEFINITION OF FUNCTION

24. It was necessary at the outset to distinguish between the following groups of staff in the Department of AG:

- a. Those responsible for Directing Policy.
- b. Those responsible for the executive function of Manning and Appointing and for Career Management.
- c. Those involved in central Personnel Administration.

FUNCTIONAL GROUPING

25. A functional model was developed (Annex D), which illustrates the three tiers of an Army Personnel Centre which reflect this distinction. It was conceived by the Study Team as the basis for integration of functions in the proposed organizational structure.

26. There was general agreement within the Working Group, to the grouping of functions shown in the model. However, it was agreed that grouping of clerical processes, under single line management, must not be allowed to impair the manning and career management process. The model became the basis for the proposed new organization. (It is therefore recognized that further detailed work must be carried out before integration of function can be fully defined and the detailed staff structure of these functional groups can be finalised).

27. A series of projects has been initiated by the US Army. Within the US Total Army Personnel Command the project is called "Work Reduction" and considerable economies and improvements in efficiency are anticipated. External consultants were employed to support local management in the use of a method called "IDEF". This has been analyzed by expert MOD staff. The method is data driven and could be compared with the requirements analysis phases of the Structured Systems Analysis and Design Method (SSADM), employed as a standard within the Ministry of Defence.

28. The Study team saw advantage in an exercise, using such techniques, being conducted at an early stage of the implementation phase in order to exploit the opportunities presented by collocation and improved IT support. (All management areas should be fully represented). The exercise should result in the preparation of detailed desk instructions and job descriptions to enable the process of recruitment and training of new staff.

ORGANIZATIONAL ANALYSIS

29. An exercise was undertaken to examine the links and organizational relationships which exist within AG's Department and with outside agencies to discover whether they substantiated the case for an integrated Army Personnel Centre. A contract was let with Active Analysis Ltd to provide consultancy support for the use of their product "Netmap" in the functional analysis of the career management process for both officers and soldiers.

30. The exercise revealed that there is significant benefit to be achieved by the collocation and, where appropriate, subsequent integration of many of the functions of AG's and MS's staff. The report on the Netmap study also indicated considerable support for the concept of an integrated Army Personnel Centre.

CONCLUSIONS

31. Changing circumstances and the evolution of the Manning and Personnel Management function in the Army, mean that the current distributed organization is no longer necessary or economic.

32. Analysis of the processes performed in support of manning and appointing, career management and personnel administration indicate that there are considerable opportunities for improvement in economy, efficiency and effectiveness through collocation and integration where appropriate.

33. An integrated Army Personnel Centre on a single site would also simplify the implementation of Army's A Areas IS Strategy and could result in reduced cost. It would facilitate the provision of an integrated technological infrastructure.

34. The analysis carried out on participating departments illustrated the strong organizational links between branches of MS and AG HQs which could be improved by collocation. The links between MROs and Director (Manning)(Army) DM(A) also indicate support for the concept of a single centre.

35. The functional model at Annex D, should be used as the basis for defining the organizational structure for an Integrated Army Personnel Centre.

36. A detailed Organization and Function Analysis Exercise should be conducted at an early stage of the implementation phase, using modern methods and techniques, in order to

exploit all the opportunities presented by collocation. The objectives should be to examine lines of reporting, to ensure that integration takes place where appropriate and to take full advantage of the benefits of improved IT support.

SECTION 3 - ORGANIZATION AND STAFFING

BACKGROUND

37. The study of organization in the Army A Area is being undertaken during a period of unprecedented turbulence and change. It takes place against a backcloth of "Prospect" and "Options for Change" and the decision of the Executive Committee of the Army Board (ECAB) to secure very substantial reductions of both military and civilian staffs in the Army Support Area by 1995.

38. Directors are faced with a requirement to reduce staff while facing a period of intense activity in the area of personnel administration. These reductions will not however be made until the peak workloads resulting from the reorganization of the Army and its redundancy programme are over. Any proposals for organizational change must neither exacerbate the already difficult situation nor must they impede or impair the care to be applied in the management of the retirement and resettlement of individual officers and soldiers.

39. Exploitation of IT in the A Area has followed the conventional pattern of addressing the most manpower intensive functions in the early years, to achieve the maximum return on investment. Automation of the Pay and Recording functions achieved major manpower economies and resulted in relatively streamlined establishments which were functionally organised.

40. Successive applications have been introduced over the past 25 years with corresponding refinements in functional organization. Where staff are organised on an entirely functional basis, a reduction in the population administered does not automatically result in a corresponding reduction in the number of staff required. However, it is now the case that, without radical change to the functional requirement or concentration and integration of procedures, further staff economies cannot be made.

41. The requirement to reduce staff in the A Area presents a major challenge. Reductions on the necessary scale are not achievable within the present organisation. Radical changes will be needed to the manning process and the way in which Officer Career Management is conducted if larger reductions are to be achieved.

42. Relocation of Manning and Record Offices and Regimental Pay Offices has been accomplished in the past and is a complex exercise which must be planned and managed very carefully. It is most important therefore to develop a target organizational structure which will sustain the Manning, Career Management and Personnel Administration process well into the future without the need for further change.

REQUIREMENT

43. A fully integrated Army Personnel Centre needs to be organised to provide personnel administration in an efficient and cost effective manner for officers and soldiers of the Active Army and the Reserve.
44. The Centre must support all current functions:
- a. Manning, Career Management and Personnel Administration in peace.
 - b. G1 (Personnel) support for Army operations.
 - c. Mobilisation procedures in Transition to War.
 - d. All aspects of personnel administration, including support for dependants, following the outbreak of War.
45. All staff involved in the formulation and execution of policy for manning the Army, and the career management of all those who serve in the Army, should be brought together with those responsible for central personnel administration at a single location. This single location should comprise modern office accommodation which will facilitate organizational grouping which in turn encourages improved working relationships. It should contain an appropriate technological infrastructure which will further reinforce/improve working relationships.

PROPOSED ORGANISATION

46. The starting point for the new organisation is the functional model (Annex D). The proposed organisation (Annex E) reflects it closely. The organisation charts for the Directorate of Manning (Army) (DM(A)) and a new Directorate of Personnel Administration (Annexes E2 and E3) illustrate the organisation changes in detail. On DM(A)'s side the proposed organisation is designed to reflect a distinction between his policy and executive functions on the one hand, and on the other the more routine clerical processes of documentation and recording. Under the proposed organisation, DM(A) would be left to concentrate on his policy and executive functions, whilst a new Directorate of Personnel Administration (DPA) would carry out the documentation and recording processes on his behalf.
47. DPA would, under this proposal absorb all the recording, documentation and pay processes which currently reside in AODO, APO(OA), RPOs and record divisions of MROs.
48. It is proposed that the DPA should include a Central Administration Wing which would serve the whole of the Army Personnel Centre. This wing will administer all of the staff of the Centre and should include a Regimental Administrative Office (RAO) and a Civilian Administration Office. It will also provide a range of services essential to the support and maintenance of the Centre.

49. It is proposed that there should be a Central Management Services and Technical Services Department providing control and technical support for all of the functional wings. The functions to be performed by this department include:

- a. Development and monitoring of technical procedures.
- b. Maintenance and supervision of safeguards.
- c. Investigation of anomalies and 'write-offs'.
- d. Central library management services.
- e. Staff training.

50. There should be the following functional wings:

- a. Personnel Administration Wing.
- b. Information Systems Wing.
- c. Pensions Wing.

51. Personnel Administration Wing. This wing will have separate departments for officers and soldiers and will be responsible for the following procedures for members of the Active Army, the Territorial Army and the Reserve:

- a. Recruitment and enlistment.
- b. Record of service maintenance.
- c. Documentation.
- d. Manual processes.
- a. Discharge.

52. Information Systems Wing. This wing should be responsible for all aspects of data acquisition including the concentration of bulk data entry and work station input under the Army's IS systems (PAMPAS and UNICOM). It should provide information services to the whole of the Army Personnel Centre and should be organised to perform the following functions:

- a. Business analysis.
- b. Data acquisition.
- c. Database administration.
- d. Enquiry services.
- e. Office systems support.
- f. PC support.

53. Pensions Wing. This wing should consist of the current Army Pay Office (Pensions) and all of the pensions payment groups from the existing RPOs. In this way the entire pension and payment system can be integrated.

54. Information Systems for 'Field Records' and 'Prisoners of War' are currently under development. These should be accommodated within the Centre and their IT Infrastructure needs are addressed in Section 4 below. The activation of these systems and the establishment of communications could be achieved much more efficiently at a single centre and the process of co-ordination would be greatly simplified.

55. No further changes are proposed to the organization of the HQ Staff of AG, MS, DGAMR, DM(A), DAR, DAIS(A) or the Secretariat but the study of these organizations made it clear that significant benefits would accrue from their collocation.

56. A small presence would be retained in the South of England, where the main body of the Army in Great Britain is based¹, for the very few whose work makes such a location essential. In addition, provision will be made for a G1 (Personnel) Operations Centre to be established with the Army's Operations Centre in London.

PROPOSED STAFFING

57. Principal features of the proposed new organisation include:

- a. A reduction of 16 full Colonel posts, slightly offset by a proposed additional Brigadier post.
- b. A reduction of 9 Lt. Colonel posts and 39 Major posts, slightly offset by an increase in 4 Retired Officer (RO) posts. (There are no plans to convert civilian posts into either RO or military posts).
- c. An increase of 8 HEO posts.
- d. A reduction of 450 AO and AA posts.
- e. Opportunities for civilians to be promoted beyond SEO without moving location.

58. Current military and civilian staff numbers by rank or grade are shown in the table at Annex F, together with the proposed manning levels at the Personnel Centre. (Annex G shows these projections by functions). It should be emphasised that the numbers, rank/grade mixture and the split between military and civilian posts will all need to be validated and work on this is already in hand.

¹ On 1 July 1992 70,722 were based in England, 418 in Wales and 2,925 in Scotland.



COMMAND STRUCTURE

59. The size and structure of the proposed organization will be such as to merit the status of a Station in its own right if it were not collocated with other military units. It was recommended that the military staff of the Army Personnel Centre, irrespective of the Directorate in which they are employed, should be subject to a single command structure. A commander should be nominated to assume both of these roles. Directors rusticated from MOD are fully committed by the function they perform and they control few staff directly. It was therefore suggested that the proposed Director of Personnel Administration (DPA) be the focus for discipline and administration for all military staffs and, if appropriate, that he be appointed Station Commander.

60. The role to be performed, the responsibilities to be undertaken and the large numbers of staff under command led to the recommendation that the post of DPA, in the rank of Brigadier, should be created, but will need to be verified. However, the possible creation of an additional Brigadier's post would be more than offset by the proposed reduction in the number of Colonels from 40 to 24.

SECTION 4 - TECHNICAL INFRASTRUCTURE

INTRODUCTION

61. The formation of an Army Personnel Centre will bring together the personnel administration functions of the Army. There are 19 separate offices situated in 9 locations. An integrated Information Technology (IT) infrastructure will be required to enable the Personnel Centre staff to provide timely and accurate information. This will be vital if they are to carry out their task and deliver the required service to the Army and to individual servicemen and servicewomen.

62. The existing offices handle an enormous number of paper documents placing a considerable administrative burden upon them. The service provided to the Army and to the individual serviceman is impeded by the length of time required to deliver documents to the correct person when they are required. The reduction in the number of staff employed in the Personnel Management function required by 'Options for Change' could exacerbate these problems. Further exploitation of IT could however ensure that the Personnel Centre is able to continue to provide the required level of service.

63. The IT infrastructure required at the Personnel Centre must be seen as an integrated set of components contributing to one cohesive system. The various elements must conform to a common set of standards to ensure that changes to one system do not corrupt the remainder. In addition, these standards must conform to those laid down by the Army IS Strategy.

APPROACH

64. The Study Team were required to review the A Area IS Strategy (AISS) and to initiate a number of subordinate studies to investigate technical options and recommend the most appropriate and cost effective technical infrastructure to support the Centre's business needs. In particular the studies were to address:

- a. The office support requirements ensuring full integration with functional information systems.
- b. Data acquisition.
- c. Video conferencing.
- d. Document storage.

65. In order to ensure consistency and integration of all proposals concerning the technical infrastructure of the proposed Army Personnel Centre, the results of this work are subsumed in this document.

66. A Technology Infrastructure Working Group, was formed to assist in the review of AISS and in the definition of an appropriate technological infrastructure.

IS STRATEGY

67. The AISS was reviewed in the context of an integrated Army Personnel Centre and the likely time frame in which it could be formed.

68. The AISS identified a number of business requirements which could best be resolved by information systems (IS) applications. These include:

- a. The provision of office automation (OA) to users throughout the A Area. This recommendation resulted in the A Area Office System (AFOS) Project which is currently in the User Prototyping stage. This project will provide OA systems to users currently at the existing personnel administration offices which will form the Army Personnel Centre.

- b. User applications to support human asset accounting and management. These are likely to be mainframe applications run from the Adjutant General Information Centre (AGIC) at Worthy Down. Users at the Personnel Centre must be able to access these applications through their IT workstations.

- c. Regeneration of current major applications together with their feeder systems. The feeder systems should reside at the Personnel Centre.

- d. The development of replicated databases and systems to support directorates, G1 functions and MS's Area, primarily using office systems for information delivery.

69. The Army IS Strategy standards are to be adhered to throughout the A Area. Those which are relevant to the Personnel Centre are:

- a. A common Office Automation (OA) infrastructure.

- b. A common Data Communications architecture based upon the Defence Packet Switched Network (DPSN).

- c. A common standard for data communications management and security.

- d. A common standard for operating systems.

- e. A common Human Computer Interface (HCI) and a common Graphical User Interface (GUI).

70. Existing or emergent standards have been incorporated into the top level design of the systems described in this report. All planning for the implementation of the Army Personnel Centre must be aware of and ensure conformance to the IS/IT standards current at the time.

SYSTEMS INTEGRATION

71. The IT infrastructure for the Army Personnel Centre will consist of a number of closely interrelated technologies. In order for the Centre to obtain the optimum IT support, these facilities must work together. If for any reason implementation of the infrastructure is fragmented and spread over a long period of time, the benefits provided to the Personnel Centre of this close integration could be jeopardised.

72. Corporate Headquarters Office Technology System (CHOTS) and AFOS will provide the basis for the IT infrastructure at the Centre. All IS applications will be delivered to users through their OA terminals thereby conforming to DGITS' policy of one workstation only per desk. In addition, CHOTS and AFOS will provide and manage the data communications within the Centre and to other applications through DPSN.

73. The value of the IS applications to the staff at the Personnel Centre will be dependent upon the manner of their integration. Systems integration is a complex procedure which may require external resources if it is to be managed effectively. There will be a requirement for an IT Project Co-ordinator to oversee the grouping of the component systems throughout the planning and implementation phases. However, systems integration will need to be kept under review as the detailed implementation plans for the Personnel Centre are developed, particularly if new systems are added to the IT infrastructure.

OFFICE SYSTEMS

74. OA will provide the word processing, spreadsheet, database, electronic mail and diary facilities to all members of the Army Personnel Centre down to Administrative Officer level. The CHOTS and AFOS systems will deliver OA to the A Area and will therefore be the OA providers to the Army Personnel Centre. Both CHOTS and AFOS are existing projects, under the management of their respective Project Management Boards (PMB).

75. The A Area Network will provide the communications links within the Centre and between the Centre and AGIC. All IS applications, including OA, will be delivered to users over A Area Network.

76. The responsibility for the development of CHOTS and AFOS standards rests with the PMBs. CHOTS will conform to the standards laid down by DGITS in accordance with Defence IT standards. AFOS will conform to the Army OA standards when they are published.

77. Currently there are approximate 30 IAMIS users within the AG Directorate staff. This number is likely to increase in the future, particularly as the planning and performance monitoring functions are developed further. Access by Personnel Centre staff to the IAMIS system will be an important requirement. This will be provided by the provision

of the IAMIS system being available as an application on the A Area Network system and delivered to users through their CHOTS or AFOS terminals. IAMIS already offers a version which runs on UNIX systems and an interface between the system and CHOTS has been developed.

78. Systems are being developed to provide IS support to Field Records office functions. Data from systems deployed in the field will be passed to the Personnel Centre, in some cases through the MOD Casualty Reporting Cell, where it will be held on dedicated system databases. These databases will be hosted on UNIX servers will be accessed by authorized users through their AFOS terminals.

DATA ACQUISITION

79. The responsibility for the input of transactions to the AGIC for update of the database currently rests with the RPOs, APO(OA) and MS AODO. In addition, RPOs receive transaction data from Units in digital form from the PAMPAS systems for transmission to the AGIC. This responsibility will pass to the Army Personnel Centre.

80. The current data acquisition processes consist of data entry, checking the data for accuracy and transmitting it to the AGIC for update of the database. In addition, staff have the facility to enter update transactions through their office terminals. There is special to purpose hardware and software at the input centres to perform the bulk data entry tasks and manage the data communications tasks.

81. DAIS(A) will be responsible for the design and development of the data acquisition facilities for the Personnel Centre. The same functionality will be required from the data acquisition systems at the new Centre as are provided at present. In addition, it is likely that the Personnel Centre will receive some UNICOM input for validation and onward transmission to AGIC, when systems are deployed in Units. DAIS(A) staff have produced a high level plan for the data acquisition at the Personnel Centre which incorporates the use of existing IT equipment and the centralization of some of the processes on the AGIC mainframe. This plan meets all the Personnel Centres data acquisition requirements at low cost.

VIDEO CONFERENCING

82. A requirement has been identified for video conference (VC) facilities between the Army Personnel Centre and MOD. The most common proposed use of such a facility would be in supporting promotion and selection boards. VC would reduce the need for senior officers to travel to one site to conduct the board proceedings, thereby avoiding unnecessary time loss and travel expense.

83. An initiative for the provision of an MOD wide VC network to support the rusticated MOD HQs is currently under way. This is designed to provide conferencing facilities between HQ

staff without the need for travel. The initiative is at a very early stage and is unlikely to become a reality for some years.

84. The facilities required for a VC network between the Personnel Centre and MOD are relatively simple. Accommodation approximately 4.5 x 7 metres will be required at either end of the network, sound proofed to exclude outside noise. In addition, VC equipment and furniture will be required.

85. Provision has been made in LTC 93 to cover the installation of a point to point VC network.

LIBRARY MANAGEMENT

86. The Army Personnel Centre will be formed using the current paper files and paper based procedures. There are a number of problems associated with these procedures which will need to be resolved before they are concentrated at a single centre.

87. The number of files maintained within the current personnel administration system is enormous. Calculations of the number of paper documents currently stored at the existing sites reveal that there are an estimated 163 million documents, stored on 10 linear miles of shelving which require approximately 40,000 square foot of storage space. These holdings present severe problems and potential restrictions to the formation of the Army Personnel Centre and must be addressed with some urgency.

88. In general, offices hold more documents than are required by the relevant regulations. The largest proportion of files is held in the MROs which account for approximately 70% of the total. A recent study¹ carried out for DM(A) into document storage at MROs concluded that some 30% of the documents held are redundant.

89. The bulk of the current holdings are personnel related files held in MROs and MS(AODO). They are keen to reduce the number of files held or to reduce the size of the files by microfilming. Document reduction initiatives are in hand to ensure that no more documents than necessary are held when the new Centre is formed. These initiatives are very important and will have a major bearing upon the successful formation of the Army Personnel Centre.

90. The information held within an organization is a vital asset and should be safeguarded against loss or unauthorized disclosure. That held within the Army's personnel administration function is the basis for important decisions

¹ A Man S Report 663:92 "Document Storage at MROs", Mar 92. Copy passed to the Secretary of the MOD CCSU on 3 April 1992.

concerning the manning of the Army and in meeting individuals' career aspirations.

91. Currently much of the information contained in documents exists in one place only. In the event of fire, flood or other disaster, much or all of this information would be lost irretrievably and would be impossible to recreate. The only way to guarantee against loss of vital data is by storing duplicate copies of documents in separated locations. In paper based systems this is very difficult to achieve and is usually prohibitively expensive, whereas IT based systems provide efficient and relatively cheap back up facilities.

92. The various offices concerned with personnel administration have developed library and work flow procedures which vary considerably. This applies even to offices performing the same business function. The formation of the Army Personnel Centre will lead to the standardization of the office processes providing an opportunity to develop new and streamlined work flow procedures. Most work flow problems, however, stem from the inevitable constraints imposed by the use of paper documents. Improvements in speed and efficiency are therefore mostly limited to improving the library and document retrieval functions.

93. The Personnel Centre will have a centralized library function, responsible for the storage and delivery of documents. Although the function will be centralized, documents may be located in a number of libraries sited as near to their specific users as possible. Centralizing of the library function will not, however, affect the ownership of documents which will remain as at present.

94. The required performance of the library function for delivery of files or documents to users will be governed by service level agreements (SLA). Performance will be monitored against the SLA to ensure that the agreed service is maintained.

95. The problems associated with the paper based systems are identical to those experienced in any similar large office system. They must be addressed by the document management systems developed for the Personnel Centre.

96. Document Image Processing (DIP) offers a significant opportunity to improve work flow procedures and document management in the Army Personnel Centre. It is viewed as a strategic technology and its use in personnel administration in the future is seen to be inevitable. The Study Director was briefed by the Project Team tasked with converting all documentation for the US Army Reserve and was made aware of the strategic importance of this initiative.

97. A comprehensive investigation was undertaken to establish the relevance of DIP to the function of the Army Personnel Centre. Extensive support was provided by a consultant. A sizing exercise was carried out on a large sample of documents at the MROs in York. Regrettably, it was considered

impractical to introduce this new technology and convert the large document holdings to image in the time frame for forming the Centre. There are over 160 million documents; it would take at least 3 years to convert them and the cost would be in the order of £M10. The cost of hardware and software is relatively small and consideration will be given to a Pilot Project to evaluate the technology and to determine whether phased implementation would be practical.

98. In the medium term, the successor to the current data acquisition system could use DIP as the source for data entry. This would leave the way open for full automation of the data entry process in the future when the technology permits the extraction of data from document images.

99. In summary, the proposals for document storage, library management and work flow are:

- a. Maintain a centralized library function with personnel files indexed by Army Number.
- b. Develop Service Level Agreements between user departments and the library management which specify the performance required from the library function.
- c. Evaluate the use of DIP at the Personnel Centre by conducting a pilot study before the formation of the Centre.
- d. Prior to the formation of the Personnel Centre and as a matter of urgency, reduce the number of documents stored at the existing sites and decrease the storage space requirement by microfilming as many of the remaining documents as possible.

SECTION 5 - LOCATION

REQUIREMENT

100. Section 2 explained the case for an integrated Army Personnel Centre. To achieve the objectives it will need to be housed in modern purpose built office accommodation at a location suited to the needs of the Army into the 21st century.

101. The proposals for the organisation described in Section 3 and for the IT infrastructure described in Section 4 have a major bearing upon the accommodation requirement. The third element is the manpower levels.

102. DM(A) and DSPS advised the Study Director that they placed great importance on the retention of the maximum number of their trained staff, in order to make maximum use of their expertise. They therefore considered that there was a strong case for a location near to one of the existing sites.

103. A further factor is that MOD reorganisation plans stemming from Options/PROSPECT must be completed by 31 Mar 95.

APPROACH

104. The objective throughout has been to carry out a thorough search and consider a wide range of options in order to ensure the credibility of the study report. To this end an Accommodation Working Group was formed on 3 Jun 92 to assist the Study Director in identifying the options to be assessed.

105. A meeting was subsequently held on 24 Jun 92 to carry out an initial assessment of a large number of potential sites notified by Property Holdings, through CS (FR), and by IL (Lands). The initial list contained 47 potential sites. A short list of 9 sites was drawn up for more detailed investigation. Further potential sites were considered at later stages.

106. Following this meeting, the Defence Works Services (DWS) commissioned Acer Engineering Ltd to carry out an "Option Study". The accommodation requirement was assessed in accordance with MOD requirements set out in JSP 315 by architects and consulting engineers, directed by DWS. The Study then considered how the Army Personnel Centre, together with the required car parking, Officers' and SNCOs' Messes and MQs could be housed at selected locations on the Defence Estate, and, without messes, on selected sites on the Common User Estate.

107. A further study was initiated on 31 Jul 92, to carry out a site search and provide a preliminary assessment with valuation of the sites under consideration. The firm of Hillier Parker was commissioned. They were required to advise the Study Team on environmental issues and to identify

suitable commercial options. The representatives were requested to identify and appraise the costs of commercial property which met the space requirements of the Personnel Centre.

OPTIONS

108. The following options were available:

- a. Sites on the Defence Estate. Many were proposed by Defence Lands, following consultation with their Defence Land Agents. A short list of 7 sites was agreed by the Working Group and all of these sites were visited by the Study Director accompanied by the Project Manager and security advisers. They were examined in detail by consultant architects and surveyors and all were found to require considerable refurbishment and development.
- b. Development on the Common User Estate. Exploitation of an existing site on the Common User Estate is only possible at Kentigern House, Glasgow.
- c. Purchase of an Existing Building. There are few buildings commercially available of the size required which also meet the minimum security requirements. Only 3 suitable buildings outside London were identified.
- d. Purchase of a 'greenfield' Development Site. Commercial property agents identified 39 available development sites in England and 7 sites in Wales.

ASSESSMENT OF THE OPTIONS

109. In addition to overriding cost/efficiency requirements, three major factors helped to determine the suitability of the sites:

- a. The ability to recruit and sustain the workforce.
- b. Accessibility by those officers who attend selection boards and by those who require to visit the Army Personnel Centre for career counselling or other reasons.
- c. Quality of life - a subjective assessment to be provided by the consultants advising on environmental issues.

SHORT LIST OF OPTIONS

110. The assessment of the potential sites, which includes reasons for elimination, is described at Annex H. Following comprehensive investigation of a wide range of options the following were considered to be suitable for the Army Personnel Centre:

a. Commercial offices available on the market

- A property in Glasgow
- A property in Bedfordshire
- A property in Northamptonshire

b. Commercial Sites for Development:

Ruddington.

Sites in the vicinity of existing Manning and Record Offices in Leicester, Chester, Exeter, Glasgow and York and a site in the vicinity of APO(Officer's Accounts) in Ashton-under-Lyne.

A site in Wales

A site in Stockton-on-Tees.

c. The Existing Common User Estate:

An extension to Kentigern House, Glasgow, utilising the car park and adjacent land to be purchased.

d. The Defence Estate:

Simpson Bks, Northampton.

RAF Hullavington, Wiltshire.

St George's Bks, Sutton Coldfield.

Queen Elizabeth Bks, Guildford.

111. All the options listed above were subject to full investment appraisal.

SECTION 6 - INVESTMENT APPRAISAL

BACKGROUND

112. All of the potential options for the Army Personnel Centre were subjected to investment appraisal over a 25 year period. In accordance with Treasury Guidelines potential redundancy costs were not included in investment appraisal.

APPROACH

113. The factors to be incorporated in the investment appraisal included:

- a. All site preparation, refurbishment and building costs for development options. These were included in the Option Study Report provided by Acer Engineering Ltd under the direction of DWS.
- b. The value of Defence Estate land or sites which were provided by Defence Lands.
- c. The valuation of prospective commercial properties or sites. These were provided by Hillier Parker under the direction of Defence Lands.
- d. The prospective maintenance and running costs for all options. These were included in the Option Study Report provided by Acer Engineering Ltd.
- e. The maintenance and running costs for existing establishments. These were derived from IAMIS reports by the Management Accountant provided by MAS(A).
- f. All projected staff costs for the potential options, including central administration and common services.
- g. Staff costs incurred at current establishments which were derived from IAMIS reports by the Study Team's Management Accountant.

114. The Management Accountant then prepared detailed investment appraisals for all options under the direction of the Study Director. Where the option was for the purchase of existing commercial property, the alternative of leasing the property was also appraised.

115. The Study Director then analyzed the investment appraisals and ranked them in order of net present value (NPV).

116. The Project Manager, with support provided by CM(IR), analyzed the staff requirement for each option. The potential redundancy of staff associated with each option was then calculated and costed.

117. The Study Director applied the potential redundancy cost for each option to the results of the investment appraisal and determined the most cost effective option.

FACTORS TO BE APPRAISED

118. Many factors were included in the investment appraisal. The major factors which had the greatest influence on the outcome were:

- a. Maintenance and Running Costs of Existing Properties. The annual maintenance costs were extracted from IAMIS reports for most existing sites. Where the office shared premises with other units, local management were often unable to identify the costs let alone apportion them. In many of the older properties there are considerable outstanding 'works projects' which would clearly result in major expenditure if they were to continue in use for a protracted period.
- b. Maintenance and Running Costs of Proposed Properties. The quantity surveyor engaged by Acer Engineering Ltd was able to provide a clear, objective projection of the maintenance costs associated with a 'new build' which had been specified by consulting architects engaged by that company. Assessment of the likely cost of maintenance of existing properties, identified as being available for purchase, was much more subjective and the estimates provided could therefore distort the investment appraisal and the comparison of options.
- c. Potential Receipts from Disposal of Defence Estate. These were provided by Defence Lands. They reflect the depressed state of the market for property and development sites.
- d. Evaluation of Married Quarters. The alternative of issuing "Excess Rent Allowance" in lieu of providing married quarters to scale was evaluated. It proved to be over 50% more expensive. The total cost of building the required number of 75 officers' and 55 soldiers' married quarters exceeds £M8 but where some married quarters are known to exist at a location being appraised, then this cost is reduced proportionately.
- e. Availability of Married Quarters. There is a great deal of uncertainty concerning the potential use of some of the existing sites on the Defence Estate during the draw-down of the Army. Married quarters are, however, the cause of significant variation in the results of the investment appraisal leading to the choice of location for the Army Personnel Centre. The following assumptions are therefore made:
 - (1) Where MQs are known to exist and there is contention for their use, it is assumed that priority will be given to the long term requirements of the Army Personnel Centre. Temporary transit accommodation for units or individuals returning from overseas would, in such circumstances, be found elsewhere.

(2) Where MQs are currently occupied by staff who will become part of the Centre, they are deemed to be an asset of the site being appraised.

119. Other significant factors were:

- a. Staff relocation costs.
- b. Staff recruitment and training costs.
- c. Development costs.
- d. Purchase price of property.
- e. Fitting out costs.
- f. Land values.
- g. Cessation of Property Repayment Services (PRS) charges.

120. Although potential redundancy costs are not included in investment appraisal they are an important factor when comparing available options. It is therefore necessary to calculate the cost of redundancy in relation to each of the existing locations and to apply the appropriate aggregation of these costs to each of the options. The assessment is as follows:

- a. The number of non-mobile staff in the proposed complement for the Army Personnel Centre is 1010.
- b. Although non-mobile staff will be offered the opportunity to move at public expense, the redundancy costs have been calculated on the assumption that most would opt for redundancy rather than relocation.

121. It is assumed that if the Centre were to be established adjacent to any of the existing locations then the entire complement of non-mobile staff at that location would be retained. (eg In the case of Glasgow, existing staff would remain; but the 700 new non-mobile posts would, in the main, be filled by newly recruited staff).

INVESTMENT APPRAISAL OF THE OPTIONS

122. A detailed investment appraisal was prepared for all of the options, and each option was then subjected to sensitivity analysis. Because they contain details of property prices and expected receipts, they are commercial in confidence. However, Annex L analyses the personnel costs in detail, using the status quo, 'the do nothing option' as the base line.

123. The options were ranked in the order of the most favourable NPV over the 25yr period of appraisal. Potential redundancy costs were then associated with each option to reveal whether change in ranking would occur if redundancy costs were to be taken into account in the appraisal.

124. The recommended option is the one which proves to be the most cost effective, taking account of the implications of potential redundancy, staff recruitment and training costs.

125. The most favourable option excluding redundancy costs was RAF Hullavington. This is entirely due to the existence of an adequate Officers' Mess which avoids significant build costs. Officers' Messes are only considered necessary at remote Defence Estate Sites. There are also a number of soldier married quarters which reduces potential build costs. However, the site is rather remote although it is quite close to the M4. There is therefore doubt concerning the convenience of access and the ability to recruit and sustain the civilian workforce. Consultants have advised that it would be difficult to recruit and retain the workforce required to man the Centre. In addition they advised that 600 light engineering jobs are being created in the catchment area at the end of 1992 which would make the recruitment situation even more difficult. Additionally the site is 'listed', which complicates its development as a Personnel Centre. Overall there are many issues which militate against the selection of this option. The site has since been earmarked for alternative military use.

126. The most favourable option if redundancy costs are included is a commercial property in Glasgow (although the differences between this option, RAF Hullavington and a commercial property in Bedfordshire, are well within the margins of estimating error). The Glasgow option produces the potential for achieving a saving of £110M over 25 years (£35M in net present value terms). In addition to cost, Glasgow offers a number of other advantages:

- a. There should be no difficulty in recruiting and retaining over 1,000 non-mobile civilians.
- b. There is already a nucleus of about 360 experienced civilian staff at Kentigern House.
- c. The city has an ample stock of housing and estates that could be purchased for use as married quarters.
- d. The commercial property has been completed and is ready for early occupancy, so there should be no difficulty in meeting the PROSPECT/Options timescale. (By contrast, a new build could be subject to delay).

127. The possibility of leasing a commercial property indicated significant cost disadvantages, compared with purchase. It was not therefore considered further.

128. All the options were considered from the perspective of actual 'payments' and 'receipts' over the first five years (i.e the years in which the development or purchase costs would be incurred and in which disposal receipts may be accrued). Under this approach, the commercial property in Glasgow, with expenditure of £47M in the first 5 years emerges as second favourite, behind another commercial property in Bedfordshire, although the difference between the two is

within the margins of estimating error, and is not sufficient to outweigh the advantages of a site with a nucleus of experienced staff.

129. This technique also illustrated that, in terms of 'Net Outlay', it is more cost effective to purchase an existing property, than to build either on the Defence estate, or on a greenfield site, reflecting currently depressed property prices.

130. The Study identified only 3 suitable commercial properties, one of which, (at Glasgow) has the advantage of being near an existing fixed centre, with an existing nucleus of civilian staff.

131. On the basis of this work, and with due regard for financial issues, ease of implementation and the numbers of staff affected, the property in Glasgow is the preferred option on which the business case should be examined and outline implementation planning based.

THE BUSINESS CASE

132. The Investment appraisals for the purchase of the commercial property in Glasgow include the cost of purchase, modification, fitting out and the associated maintenance and running costs. Receipts which accrue to the proposal include those from the disposal of existing sites, savings in rental charges on the London buildings and avoidance of maintenance and running costs associated with current sites.

133. Significant tangible savings result from a further net reduction in staff of some 32 military posts and 98 civilian posts, with an annual saving of almost £2M brought about through consolidation on one site, central administration and the provision of common services. (The baseline of staff in Jun 91 was 2159, the proposed staffing level is 1382).

134. The formation of an Army Personnel Centre enables the A Area to achieve the manpower reductions required by ECAB under 'Options for Change'. They can only be achieved by consolidating on fewer sites.

APPRAISAL OF THE "DO NOTHING" OPTION

135. The "do nothing option" was appraised as a baseline, although it could be argued that this option is not relevant. First of all because AG and MS have been directed to relocate out of London by Apr 95. Secondly there is a requirement to reduce staff across the A Area by Apr 96.

136. The table at Annex II illustrates the total current costs of all departments concerned with Manning, Career Management and Personnel Administration in the present organization in their present locations.

137. Directors have advised the Study Team that they are unable to make the required staff reductions without concentrating their staff and consolidating in fewer sites.

138. Nevertheless, the table at Appendix 2 to Annex I, represents the 'do nothing' total costs with the reduction in staff required by ECAB under 'Options for Change'. However, given the Directors' advice that such savings are not achievable without a reduction in the number of sites, the table at Appendix 3 to Annex I, shows the savings considered realisable if the activities remain at their present sites. A comparison between Appendices 2 and 3 shows a shortfall of almost £2M a year against required savings.

APPRAISAL OF THE SPLIT-SITE OPTION

139. The study team also considered the implications of a split-site option, which might establish a policy headquarters at a site separate from that of the integrated personnel staffs. This would permit the Army to take advantage of most of the benefits of a single location in Glasgow for the officer and soldier personnel management functions, whilst using an alternative site for a policy headquarters that would be more easily accessible to the main body of the Army in Great Britain. The split site option produces potential savings of £102M (£28M in net present value terms) over 25 years. This, and the fact that expenditure over the first 5 years at £51M, makes this option significantly less cost-effective than the preferred option, of a single Personnel Centre in Glasgow.

140. The formation of an Army Personnel Centre enables the A Area to achieve the manpower reductions, required by ECAB under 'Options for Change'. They can only be achieved by consolidating on fewer sites.

CONCLUSIONS

141. The purchase of a property in Glasgow as the home for the proposed Army Personnel Centre produces potential savings, compared with current costs, of £110M over 25 years (£35M in net present value terms). Expenditure over the first 5 years would be £47M. Although this option is marginally more expensive than the purchase of a commercial property in Bedfordshire, the differences in both cases are well within the margins of estimating error. Additionally Glasgow has an existing nucleus of trained staff which gives it a significant advantage over both RAF Hullavington and the property in Bedfordshire.

SECTION 7 - THE CASE FOR GLASGOW

STAFFING CONSIDERATIONS

142. Earlier sections of the consultative document have explained the case for the formation of an integrated Army Personnel Centre. It has described the requirement for it to be located in an area where it would be possible to recruit and sustain a civilian workforce of over 1,000. Unemployment in Glasgow is currently 11.2%, and advice is that it should not be difficult to recruit, train and retain about 700 new non-mobile staff to fill the new posts there. (The assumption is that non-mobile staff currently working in Glasgow would remain). Additionally, it is hoped that the amenities of the city, and its relatively competitive property prices will encourage as many of the existing non-mobile staffs as possible to move there.

143. The study team did not identify a suitable existing commercial building (or a suitable MOD building) at any of the other existing locations, and there is a strong case for establishing the Personnel Centre at an existing location to take advantage of the skills of the workforce there. With about 360 staff employed on Army Personnel processes, Glasgow has the largest number of employees at any site.

TIMESCALE

144. There are clear advantages in terms of ease and speed of implementation in buying an existing building, as opposed to building on a greenfield site. The financial arguments also support the case for purchase of a commercial building at Glasgow.

CONCLUSION

145. It was therefore concluded that a commercial building in Glasgow should be purchased to form the location of a new Army Personnel Centre.

SECTION 8 - IMPLEMENTATION

BACKGROUND

146. Detailed planning will be the responsibility of an Implementation Team after a decision to move has been taken.

147. Staff involved in Manning and Personnel Administration are currently working under considerable pressure, contributing to the process of the 'draw down' of the Army. The Implementation Plan must therefore observe the need to sustain this process and must not impede or impair the care to be applied in the management of the retirement and resettlement of individual officers and soldiers.

148. Skilled staff are the critical resource in Manning and Personnel Administration and much experience will be lost in the process of concentrating in one location. Forming the Centre will realise savings in advance of the 'Options for Change' requirement. It is, however, essential that maximum numbers of staff are retained at the existing sites to prepare for and assist in the complex process of relocation. The target location should be reinforced in advance in order to sustain services during the period of turbulence.

APPROACH

149. Relocation of MROs and RPOs has been accomplished in the past and, although the formation of an integrated Army Personnel Centre will be considerably more complex, there is a body of experience to call upon. The Study Team have consulted those with such experience. The Working Group which assisted in developing the proposed organization for the Army Personnel Centre were invited to represent the factors of significance to their respective Directorates which should be borne in mind when developing an Implementation Plan.

150. The Group were consulted about the sequence of transfer to the new Centre. They agreed with the Study Director that the primary objective should be the orderly grouping of function with the least disruption of service.

151. Implementation should be addressed in the following phases:

- a. The preliminary phase.
- b. The design and build or fitting out phase.
- c. The organization planning phase.
- d. The installation phase.
- e. The occupation phase in the following stages:
 - (1) The formation of a nucleus of management, administrative and support staff upon which the new organization will be built.

- (2) The transfer of MOD HQ function.
- (3) The transfer of MS and APO(OA) function.
- (4) The concentration of pension payment function with pension assessment currently carried out at APO(Pensions) Glasgow.
- (5) The successive transfer of the following MRO and RPO functions:
 - (a) The Reserve.
 - (b) The Territorial Army.
 - (c) The Regular Army.

f. The closure of offices as they are vacated.

FACTORS

152. Staff. Staff are the critical resource and many factors must be taken into consideration:

a. Retention. Every effort must be made to retain as many of the existing staff as possible and the Implementation Plan must make provision for this, for example, through offering non-mobile staff the opportunity to relocate at public expense.

b. Recruitment. Whichever option is selected there will be a requirement to recruit large numbers of clerical staff at the proposed location. In the case of Glasgow, about 700 new non-mobile civilian jobs would be created. Some would of course be taken by existing non-mobile staff transferring from elsewhere.

c. Staff Moves. Mobile staff can be required to move. However in order to maximise existing skills, the plan would be to offer all non-mobile grades the opportunity to move on PPI terms (as described in CMC 31/92). Bulk transfer terms would apply.

d. Redundancy. It is virtually inevitable that a number of staff from the other locations will become surplus. Some will probably have to be made redundant. This must be planned for, in the most sensitive way possible, and care should be taken to ensure proper procedures are followed and that staff who are made redundant are given every consideration. Counselling will be available; and wherever possible, staff will be transferred to other MOD establishments, or to other Government Departments. The phased move over a 3 year period will enable normal wastage to be used as far as possible to minimise redundancies.

THE PRELIMINARY PHASE

153. This phase overlaps with the consultation period, and includes a scoping study. A key event is the appointment of a Project Director.

THE FITTING OUT PHASE

154. Design and fitting out the building will overlap with the initial occupation and is expected to take about 23 months. This phase will include the installation of voice and data communications and the cabling for the IT Infrastructure.

THE ORGANIZATION PLANNING PHASE

155. It is recommended that the appointment of Director Personnel Administration (DPA) be instituted one year before the beginning of the phased occupation of the new premises. This would give the Director the opportunity to influence the final stages of building preparation and to initiate the detailed planning for the major organizational change involved in the formation of the Army Personnel Centre.

156. Once a decision has been made, a major initiative is needed to promote the concept of the Army Personnel Centre and to encourage existing staff to relocate to Glasgow.

157. A nucleus of HQ staff should be provided to enable him to assume responsibility for the range of projects and activities taking place at that time.

158. A Training Co-ordinator should be appointed with the task of developing training plans and preparing for the formation of a 'Training Cadre'.

THE OCCUPATION PHASE

159. This is clearly the most complex phase. It will involve:

a. The formation of a 'Training Cadre' with the experience and skills to train staff and supplement new staff immediately after the transfer of a particular function.

b. The re-deployment of retained staff to exploit existing experience.

c. The move of existing staff to coincide with the transfer of function. This applies to both "mobile" staff and those "non-mobile" staff who elect to move on PPI terms to the new location.

d. The recruitment and training of new staff. There would be a requirement to recruit and train up to 700 new non-mobile staff in Glasgow.

e. The 'on the job' training of staff prior to the transfer of function. This will entail overbearing of staff in the first instance and the attachment of staff

to existing establishments prior to the transfer of function. A Training Co-ordinator should be appointed to assist with the preparation of desk instructions, to prepare training schedules and to develop a 'Training Cadre' which will both train existing and new staff and support them in the early days following the transfer of function.

f. The transfer of documentation and IT equipment.

g. The transfer of function. Priority will be given to bringing together those who administer the Corps which will form the Royal Logistic Corps (RLC).

160. The Headquarters function will form at the new location by 1 April 1995 and the remaining functions will complete their moves by 1 April 1996.

MARKET TESTING

161. The Trade Unions were informed of the Adjutant General's plans for market testing in November 1992. These include the intention to subject much of the support work, carried out by staffs concerned with the personnel process, to market testing. The results would not affect the case for forming an integrated Personnel Centre: contractors would be required to work within the Centre, using its IT Systems, since those responsible for posting policy would need to have access to the records of service of individual officers or servicemen. In consequence, the results of the market testing exercise are not likely to have a significant effect upon the size of the building required for the Army Personnel Centre.

CONCLUSIONS

162. The outline Implementation Plan is representative of how the Army Personnel Centre could be formed and should be seen as an indication of the practicability of the proposal. Considerable detailed planning and careful management will of course be required to bring the project to a successful conclusion.

EFFECT UPON THE INDIVIDUAL

163. Everyone, from the Adjutant General downwards, is conscious that this is a worrying time for the staff concerned, particularly for those non-mobile staff who are not at present working at Glasgow. The prospect of change is unsettling and unwelcome. However, with a major reduction in both the size of the Army and in its civilian support staffs, continuation of the status quo is not possible. Every effort will be made to deal with individuals as sympathetically and considerately as possible. Every effort will be made, in conjunction with local civilian managers, to arrange for non-mobile staff not wishing to move, to transfer to other MOD or other Government Department establishments in the locality. But it is hoped that as many non-mobile staff as possible will consider moving on bulk PPI transfer terms to Glasgow. Where redundancy is unavoidable, counselling will be available and

maximum use will be made of volunteers, and it is hoped that the phased 3 year implementation plan will reduce the numbers of redundancies through natural wastage and early retirements.

SECTION 9 - CONCLUSIONS AND RECOMMENDATIONS

GENERAL

164. A review of the evolution of the Manning and Personnel Management function in the Army, and the imperatives which led to the present structure, leads to the conclusion that a distributed organization is no longer necessary, cost-effective or efficient.

165. Analysis of the processes performed in support of manning and appointing, career management and personnel administration indicates that there are considerable opportunities for improvement through collocation and integration of functions.

166. An integrated Army Personnel Centre, on a single site, would simplify the implementation of Army IT Systems and could result in reduced cost. It would facilitate the provision of an integrated technological infrastructure.

167. The analysis carried out on participating departments illustrated the strong organizational links between branches of MS and AG HQs which could be improved by collocation. The links between MROs and DM(A) also justify the concept of a single centre.

168. It is concluded that the interests of Personnel Administration in the Army, in the widest sense, are best served by the formation of an integrated Army Personnel Centre on a single site.

FUNCTION

169. Annex D shows a sound functional model which should be used as the basis for defining the organizational structure.

170. A detailed "Organization and Function Analysis Exercise" should be conducted at an early stage of the implementation phase, using modern methods and techniques, in order to exploit the opportunities presented by collocation, to ensure that integration takes place where appropriate and to optimise the benefits of improved IT support.

ORGANIZATION AND STAFFING

171. The organization and staff structure, described in Annexes E, F and G, should be used to specify the accommodation requirements for the Army Personnel Centre. All staff numbers, grades/ranks as well as the military/civilian split are subject to further scrutiny and endorsement.

IT INFRASTRUCTURE

172. An Integrated IT Infrastructure is essential to the functioning of the Army Personnel Centre and should be installed at an early stage of implementation. The Office Systems Projects, CHOTS and AFOS, are the basis of the IT

Infrastructure. A pilot implementation of DIP has been recommended. Arrangements for data acquisition, central library management and document reduction initiatives were proposed.

LOCATION

173. After detailed investigation and analysis, a commercial property in Glasgow was identified by the Study Team as the most cost effective option.

IMPLEMENTATION

174. Staff involved in Manning and Personnel Administration are working under considerable pressure, contributing to the process of the 'draw down' of the Army. Implementation must be carefully planned to sustain this process.

175. Skilled staff are the critical resource in Manning and Personnel Administration and much experience will be lost in the process of concentrating in one location. It is, however, essential that maximum numbers of staff are retained at the existing sites to prepare for and assist in the complex process of relocation. The target location should be reinforced in advance in order to sustain services during the period of turbulence. Non mobile staff should be encouraged to relocate to Glasgow on PPI terms.

176. An outline implementation plan has been prepared which should be seen as a representation of how the Army Personnel Centre could be formed. Considerable detailed planning and careful management will be required to bring the project to a successful conclusion.

177. Care will need to be taken to handle the non-mobile staff as sympathetically as possible. Every effort should be made to assist in finding transfers to other MOD establishments and other Government Departments. Counselling will be available for those made redundant. The 3 year phased implementation plan should reduce the number of redundancies. Maximum use should be made of early retirements and voluntary redundancies.

178. The advantages of Glasgow are clear. It should be possible to recruit and sustain the new non-mobile posts there. The building is modern and has facilities for the disabled.

RECOMMENDATIONS

179. It is recommended that a commercial property in Glasgow be purchased as the home of the Army Personnel Centre, and that a decision to proceed is made as soon as the consultation process is completed.

From: Mrs M S Kirk AG Sec 1



MINISTRY OF DEFENCE Room 816
 Empress State Building London SW6 1TR

Telephone 071-385 1244 ext

3224

Mr M Sweeting
 Ministry of Defence
 Council of Civil Service Unions
 Room 321
 Neville House
 Page Street
 London
 SW1P 4LS

Your reference

Our reference

D/AG Sec 1/203/9 ✓

Date

9 June 1992

Dear Maurice,

ROBERTS STUDY - TERMS OF REFERENCE

1 At the MRO and RPO Functional Whitley Meeting on 26 March 1992, we discussed the fact that a scoping study was being undertaken to determine the Terms of Reference for a study into the Army Personnel area, and the relocation of AG and his staff in line with the Macdonald Report.

2 The study is to be conducted by Brigadier Roberts and will aim to examine the efficiency and cost effectiveness of forming an integrated Army Personnel Centre outside London, and recommend a preferred site. Minister (AF) has answered a parliamentary question today to this effect, and is writing to all MPs who have an establishment in their constituency which will be affected by the study.

3 A copy of the Terms of Reference of the study are attached, together with a list of the sites that will be included in the study. You will see that the relocation process offers the opportunity for re-examining the scope for achieving savings through rationalisation of a number of functions, including the Manning and Record Offices and the Regimental Pay Offices. This is consistent with the Earl of Arran's decision in April 1990, that a study into the possible relocation of those offices was premature at that time; but would be undertaken about two years later; ie about now. (A copy of Michael Gainsborough's letter of 1 May 1990 to Liz Edge is attached)

4 It is envisaged that the study may recommend a concentration of Army pensions related work in Glasgow, and that the



personnel work is likely to move to the personnel centre; but there are no proposals at this stage

5 The study team is due to report by the end of the year, and I should be grateful if you would emphasise to your members that no decisions will be taken until all concerned, including the Trade Unions have been fully consulted.

6 If there are any points that I can clarify at this stage, please let me know.

Yours ever,

Margot

THE ROBERTS STUDY - OUTLINE TERMS OF REFERENCE

BACKGROUND

1. The Macdonald Report on the future structure of MOD Headquarters proposed inter alia the relocation of the PPOs and PAOs and their staffs outside MOD, merging where appropriate with existing command structures. It was approved by the Defence Organisation Steering Committee (DOSG) in April 1991 and subsequently endorsed by Ministers. DOSG subsequently approved¹ AG's outline plans² for relocating his organisation outside London with the exception of the G1 Ops & Plans Staff noting that adequate accommodation would need to be retained in London for personal use of PPOs and PAOs. Ministers also noted that plans were in train to relocate AG and his staff. AG's proposals envisaged the creation of a Centre comprising DGAMR and MS with their principal Directors. This occasion also presents the opportunity to position MROs, and the RPO function, within this Centre.

THE STUDY

2. As Study Team Leader you are to examine the personnel process of the army and identify the organization necessary after Options for Change and PROSPECT for the personnel function to be performed in the most efficient and cost effective manner, in accordance with the needs of the Army as a whole.
3. In consultation with all concerned you are to examine and make recommendations:
 - a. With a view to integrating the following functions within the Personnel Centre:
 - (1) Army Pensions Office
 - (2) MS Branches)
 - (3) AODO) DMS(C) to liaise on behalf of MS.
 - (4) PB Branches)
 - (5) The MROs
 - (6) APO Officers Accounts

¹DOSG Minutes of 28 Jan 92

²D/AG 2/32/9/6 dated 15 Jan 92

(7) The RPOs

(8) Any other organization that you consider relevant.

b. One the deployment and chain of command of the Directorate of A Information Systems (DAIS(A)).

4. Your study should review the needs of AG's organization into the 21st Century and must incorporate an appropriate integrated technological system: first, by linking personnel aspects throughout the Army and secondly, by making maximum use of opportunities afforded by modern information systems: in accordance with the A Function IS Strategy (AISS) and the Army IS Strategy.

5. Working in close cooperation with the appropriate AGHQ staff, you are to recommend the preferred site for the Personnel Centre. Your proposals must be supported by detailed investment appraisals demonstrating the cost effectiveness of your plan. You are to prepare plans for the occupation of the Centre at the earliest opportunity. It is likely that the occupation of chosen site will need to be evolutionary but progress must be sufficiently advanced by 1994 to take full advantage for this purpose.

CONDUCT OF THE STUDY

6. The Scoping Study. You are to conduct an initial Scoping Study using the staff currently available to you. The aim is to verify these outline Terms of Reference and provide full Terms of Reference to AG at the earliest opportunity, including the following:

- a. Resource plans for the Study.
- b. List of site options to be considered for the Personnel Centre.
- c. List of issues which should be studied in parallel with the Roberts Study.
- d. Timetables for the Study and implementation.
- e. Management Structure for the Roberts Study.

7. Outline Timings. The work o the Study Team is to start in mid Apr 92 and culminate in the submission of the final report to AG on 6 Nov 92.

8. Preliminary Report. A preliminary report is to be prepared by 1 Sep 92 to include an investment appraisal identifying the main options and a breakdown of cash costs to enable funding for the project to be included in LTC 93.

9. Final Report. The final report is to include the following:

- a. Costed options including timescales and priorities.
- b. Recommendations.

- c. An outline implementation plan for the chosen option.
- d. Requirements for other follow on work.
- e. An executive Summary.

10. Management Structure. The study is to be directed by DGAMR in conjunction with AUS(A), on behalf of AG. The Study Team Leader is to make recommendations in the Scoping Study concerning the establishment of an appropriate management structure which will ensure that all interested parties are fully involved in the Study.

11. Resources. The Study is to be wide ranging and , within the limitations of resources, you may consult other individuals or organizations as required. Your team will not be sufficiently large to undertake this task independently and you are directed by AG to seek the assistance of relevant staff branches whenever appropriate. A resource plan should be produced as part of the Scoping Study. Funding arrangements are shown at paragraph 15.

12. Administrations. The team will be based in Worthy Down (Gould House) and may also make use of the offices in Empress State Building (Rooms 1911-1915). DM(A) will be the Teams administrative sponsor. IS Support and advice will be given by DAIS(A).

13. Visits. You should examine such other major personnel systems as seem relevant and in particular you are to examine the Personnel Centre techniques adopted by the US Army to see what lessons can be incorporated within our own Personnel Centre.

14. Composition. Subject to the recommendations of your Scoping Study, it is expected that the team will consist of the following:

<u>Rank</u>	<u>Appointment</u>	<u>Provided by</u>
(a)	(b)	(c)
Brig	Team Leader	DM(A)
Lt Col	Member	DM(A)
SEO	Member	AG Sec
Maj	Member	DAIS
LCpl	Clerk	DAIS
AO	Clerk	DAIS

FUNDING

15. The Study will be funded through AGHQ IBG and consequently AG 1 will require warning of T & S requirements by 1 Mar 92 and monthly forecasts thereafter. SO1 AG 1 will liaise with AG Sec 1 as appropriate. Funds are limited and you should be prepared for this to inhibit your capacity to employ consultants and restrain your choice of technical hardware.

APPENDIX 2 TO
ANNEX A

AG's TLE ESTABLISHMENTS	NON-INDUSTRIALS		TOTAL	INDUSTRIAL	TOTAL
	MOBILE	NON-MOBILE			
APO Glasgow	17.5	58.5	76		76
MS, PB & AODO Stanmore	18	104.5	122.5		122.5
MRO, RPO Chester	12	163	175	7.5	182.5
MRO, RPO Exeter	15.5	236	251.5	8	259.5
MRO, RPO Leicester	11	161.5	172.5	8	178.5
MRO, RPO York	17	245.5	262.5	7	269.5
MRO, RPO Glasgow	19.5	273.5	293		293
APO Ashton (Off Acs)	9	87.5	96.5	19.5	116
DM(A) London	8	14	22		22
AG Sec 1	17	7	24		24
DAIS(A) & AGIC Worthy Down	131	58	189	13	202
TOTALS	275.5	1409	1684.5	61	1745.5

AS AT 1.1.92



MINISTRY OF DEFENCE

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Assistant Under-Secretary (Adjutant General)

AUS(A)/11/22/163

Ms E Edge
Deputy Section Secretary
Civil and Public Services Association
160 Falcon Road
London SW11 2LN

1 May 1990

Den Liz,

At the MRO/RPO Functional Whitley Committee Meeting on 22 March I reported that a submission on the future of the MROs and RPOs had been passed to Ministers and a decision was expected shortly. I promised to write to you as soon as the decision was known.

The Minister has decided that, in view of the developing European security situation, and the possible implications for the Armed forces, it would be premature to embark upon a major relocation exercise affecting the MROs and RPOs just now. He felt it wiser to review the position in about 2 years' time. In the meantime, given the pressure for economy, we shall continue to search for ways to improve effectiveness and efficiency; and obviously where this affects staff the appropriate consultation with the TU side will take place.

US of S(AF) is writing to constituency MPs and other MPs who have made representations on the future of the MROs and RPOs. The OICs at each of the sites have been notified of the decision on a personal basis by telephone.

I am sure that you welcome this news and that staff will be pleased that the uncertainty about the immediate future has been removed. I am only sorry that this Management Review has taken so long to complete but it was, of course, necessary to go into the matter in depth to ensure that we could reach a valid decision.

*Yours ever,**Michael*

ANNEX B

THOSE CONSULTED ABOUT CONDUCT OF
THE STUDY

MEMBERS OF PARLIAMENT

Mr Hugh Bayley MP, Mr John Greenway MP,
Mr Michael Alison MP and Delegation from
York City Council;

Mr Gyles Brandreth MP and Delegation from
Chester City Council;

The Rt Hon Robert Sheldon MP, Mr Tom Pendry
MP, Mr Andrew Bennett MP and Delegation from
Tameside;

Sir John Hannam MP, Sir Peter Emery MP,
Mr Rupert Allason MP, Mrs Angela Browning
MP, Mr Nick Harvey MP, Mr Patrick Nicholls
MP, Mr David Nicholson MP, and Delegation

Mr E Garnier and Delegation from Leicester
City Council.

MOD ORGANIZATIONS AND DEPARTMENTS

4 AMAT
CIS(A)
CM(A)1
CM(GC)
CM(IR)FP
CM(P&S)
CS(FM)
CS(RM)
DALs
DAR
DGITS
DGPS(A)
DLS (formerly IL (Lands))
DM(A)
DMA(S)
DSPS(A)
DWS
G4 Quartering HQ UKLF
Int & Sy Group HQ UKLF
Man S(Org)
MAS(A)
MDP Operations
MDP Personnel & Training

MS(AODO)
Personnel Options Planning Team Royal Navy
RAF Personnel & Training Command
Implementation Team
RAF Support Command
RMP CCRIO
RMP UKLF Special Operations Unit
RP(Army)
Sy3 IT(A)

MANNING AND RECORD OFFICES
Foot Guards & Infantry (North)
RE
RAOC
REME

Project AFOS
Project CHOTS
Project UNICOM

OTHER GOVERNMENT DEPARTMENTS

CCTA Riverside Walk, London
Public Records Office, Kew

TRADE UNIONS

Secretary, MOD Council of Civil Service
Unions
Representatives at existing sites
Local Trade Union Representatives at York,
Leicester, Chester, Ashton-under-Lyne,
Exeter, Glasgow, and Stanmore

COMMERCIAL

ACER Engineering Ltd
Active Analysis Ltd
Bell & Howell, Ashford
BT
Carter Parrett, Sutton
Cave-Tab, Northampton
Data Sciences
Deputy Director Defence Information US
Department of Defence
EDS, UK
EDS, Virginia USA
Hewlett Packard, Bracknell
Hillier Parker
HRH Business Technology, Alresford
IBM, UK
IBM, Bethesda USA
IBM, Gathesburg USA

ICL, Bracknell
Norwich Union Insurance Company
Phoenix Computers, Northampton
REM Office, Bristol
Severn Trent Water Plc

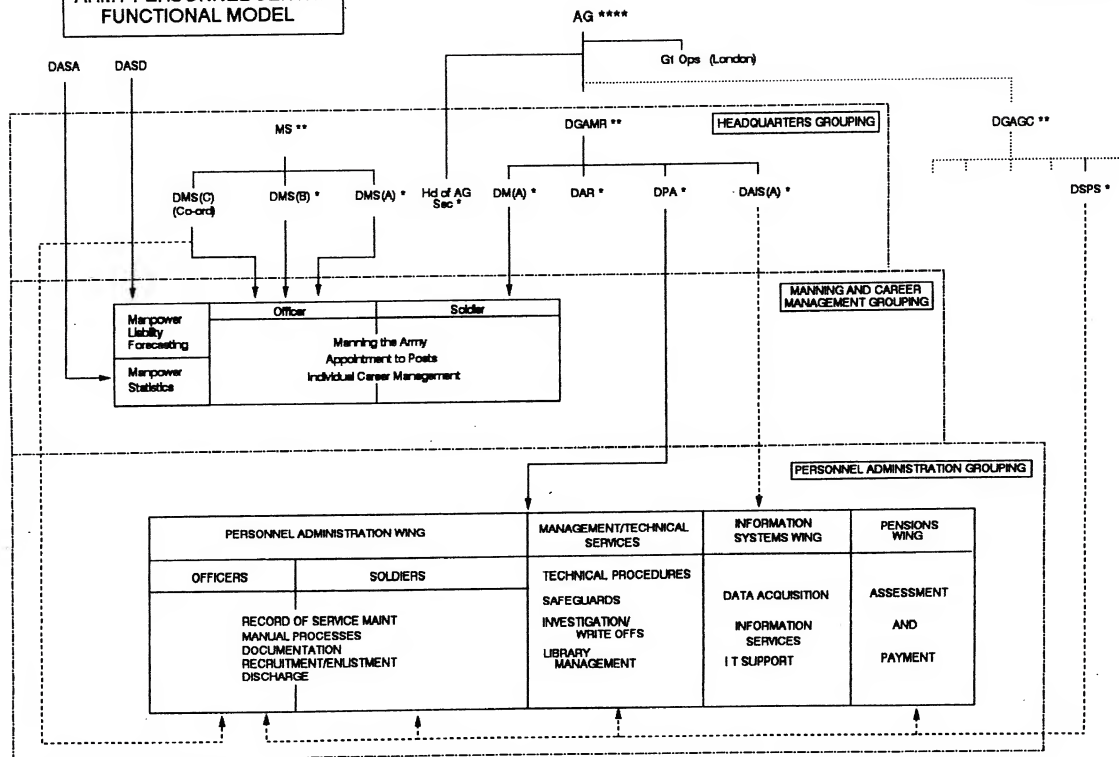
OTHER ARMIES

US Total Army Personnel Command
US Army Reserve Personnel Centre

ARMS AND CORPS SERVED BY FIXED CENTRESREGIMENTAL PAY OFFICE/MANNING AND RECORD OFFICEDIVISION/REGIMENT/CORPS

CHESTER	H Cav & RAC	The Life Guards The Blues and Royals The Royal Armoured Corps
	MS & AGC	Royal Army Medical Corps Royal Army Dental Corps Queen Alexandra's Royal Army Nursing Corps Adjutant General's Corps
YORK	RA	Royal Horse Artillery Royal Artillery
	FG & IMRO(N)	The Guards Division The Scottish Division The King's Division The Prince of Wales' Division Royal Irish Regiment
GLASGOW	RE	Royal Engineers
	R SIGNALS	Royal Signals
	RCT	Royal Corps of Transport
EXETER	IMRO(S)	The Queen's Division The Light Division Small Arms School Corps
	CMRO	Army Air Corps Royal Army Veterinary Corps Royal Pioneer Corps Intelligence Corps Army Physical Training Corps Army Catering Corps
LEICESTER	RAOC	Royal Army Ordnance Corps
	REME	Royal Electrical and Mechanical Engineers

ARMY PERSONNEL CENTRE FUNCTIONAL MODEL



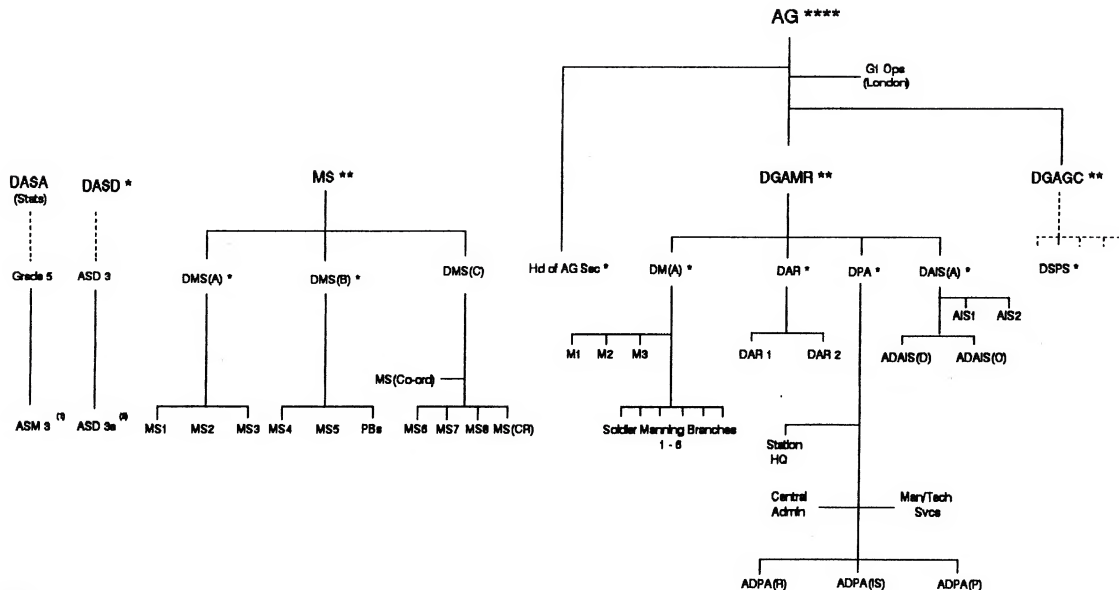
Note: lines of responsibility are indicative but will be subject to a functional review

D-1

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ARMY PERSONNEL CENTRE
ORGANIZATION MODEL

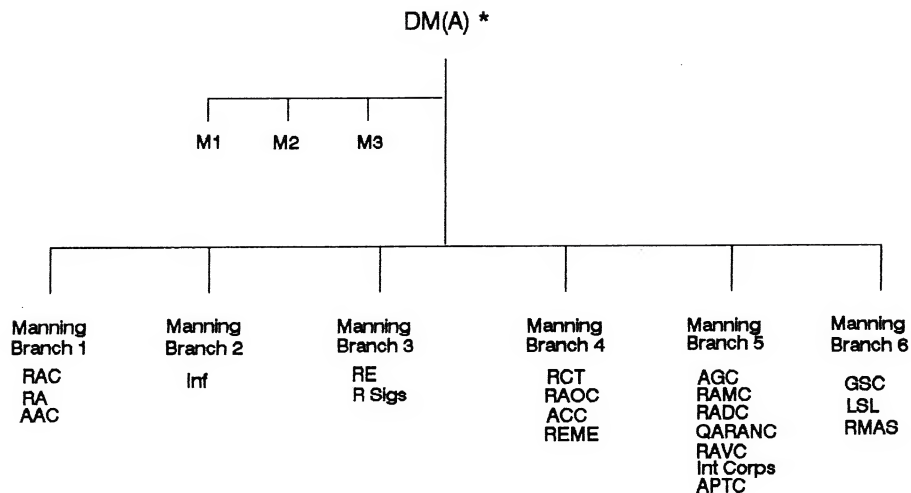
ANNEX E



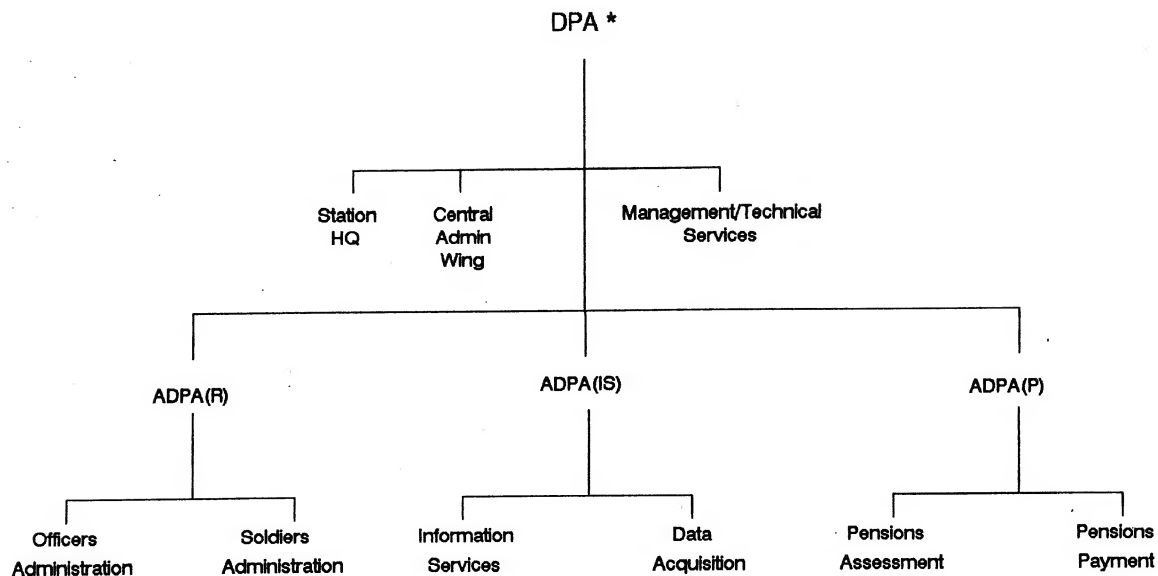
Notes:

1. Manpower statistics.
2. Manpower liability.

ARMY PERSONNEL CENTRE
SOLDIER MANNING ORGANIZATION



ARMY PERSONNEL CENTRE
PERSONNEL ADMINISTRATION
ORGANIZATION



STAFF TABLES COMPARISON

RANK/GRADE	BASELINE	PROPOSED STAFF LEVELS
General	3	3
Brigadier	5	6
Colonel	40	24
Lt Colonel	42	33
Major	106	67
Captain	25	19
WO	70	32
SNCO	53	38
JR	45	15
RO	63	67
G3	1	
G5	1	1
G7	4	4
SEO	6	4
HEO	20	28
EO	124	98
AO	1006	723
AA	449	177
PS	11	8
SGB1	1	1
SGB2	3	2
Typ Mgr	4	1
Typist	36	9
Supp Grades	22	12
Gen Hands	16	2
SOGD		1
P&GSD		1
Drivers	5	6
TOTALS	2159	1382

ARMY PERSONNEL CENTRE: MANPOWER PROJECTIONS

Headquarters Grouping: Adjutant General and Military Secretary

Military

	General *	Brig	Col	Lt Col	Maj	Capt	Total Officers
AG HQ	2		1	3	1	1	8
DM(A)		1	2	1	9	1	14
DAR		1	2	2	6	4	15
DAIS(A)		1	1	2	7		11
MS	1	2	1	2			6
Total	3	5	7	10	23	6	54

	WO	SNCO	JR	Total Soldiers	Total Military
AG HQ	1	2	1	4	12
DM(A)	2	1	2	5	19
DAR		4	4	8	23
DAIS(A)	2	1	2	5	16
MS	2			2	8
Total	7	8	9	24	78

ARMY PERSONNEL CENTRE: MANPOWER PROJECTIONS

Headquarters Grouping: Adjutant General and Military Secretary (Continued)

Civilian

	Grade 3	Grade 5	Grade 7	SEO	HED	EO	RO	Total Officers
AG HQ		1	3		5	10		19
DM(A)					2	7	5	14
DAR					1	1	7	9
DAIS(A)						1		1
								0
MS						1		1
Total	0	1	3	0	8	20	12	44

	AO	AA	PS	SGB1	SGB2	Total Clerks	Total Civilians
AG HQ	3	1	1			5	24
DM(A)	4		1			5	19
DAR	13	3	1			17	26
DAIS(A)	2	4	2			8	9
MS	1	1	3			5	6
Total	23	9	8	0	0	40	84

Total HQ Grouping

162

ARMY PERSONNEL CENTRE: MANPOWER PROJECTIONS

Manning and Career Management Grouping

Military

	General *	Brig	Col	Lt Col	Maj	Capt	Total Officers	
Offr Mgt			10	6	34	4	54	
Sldr Mgt			5	11	3		19	
Total	0	0	15	17	37	4	73	
	WO	SNCO	JR				Total Soldiers	Total Military
Offr Mgt	9	9					18	72
Sldr Mgt	1						1	20
Total	10	9	0				19	92

ARMY PERSONNEL CENTRE: MANPOWER PROJECTIONS

Manning and Career Management Grouping

Civilians

	Grade 3	Grade 5	Grade 7	SEO	HED	EO	RO	Total Officers
Offr Mgt						6	12	18
Sldr Mgt						1	40	41

Total	0	0	0	0	0	7	52	59
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	AO	AA	PS	SGB1	SGB2	Total Clerks	Total Civilians
Offr Mgt	41	9				50	68
Sldr Mgt	138	24				162	203

Total	179	33	0	0	0	212	271
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Total Manning & Career Management	363
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ARMY PERSONNEL CENTRE: MANPOWER PROJECTIONS

Personnel Administration Grouping

Military

	Brig	Col	Lt Col	Maj	Capt	Total Officers
Personnel Administration Wing						
HQ	1	1				2
Officers			1	1		2
Soldiers			2	1	4	7
Management/Technical Services			1	1		2
Information Systems Wing		1				1
Data Acquisition						
Information Services			1	4	5	10
Pensions Wing						
Support Staff			1			1
Total	1	2	6	7	9	25

	WO	SNCO	JR	Total Soldiers	Total Military
Personnel Administration Wing					
HQ					2
Officers	1			1	3
Soldiers	5			5	12
Management/Technical Services	2	4		6	8
Information Systems Wing					1
Data Acquisition					
Information Services	7	16	6	29	39
Pensions Wing					
Support Staff		1		1	2
Total	15	21	6	42	67

ARMY PERSONNEL CENTRE: MANPOWER PROJECTIONS

Personnel Administration Grouping

Civilian

	Grade 7	SEO	HEO	EO	RO	Total Officers
Personnel Administration Wing						
HQ						
Officers				6	1	7
Soldiers			7	24	1	32
Management/Technical Services		1	1			2
Information Systems Wing						
Data Acquisition		1		1		2
Information Services			7	24	1	32
Pensions Wing	1	2	4	15		22
Support Staff			1	1		2
Total	1	4	20	71	3	99

	AO	AA	PS	SGB1	SGB2	Typ Mgr	Typ	Total Clerks
Personnel Administration Wing								
HQ								
Officers	67	13						80
Soldiers	372	64						436
Management/Technical Services	11	1						12
Information Systems Wing								
Data Acquisition	2	30						32
Information Services	5	1						6
Pensions Wing	60	19		1	2			82
Support Staff	4	7				1	9	21
Total	521	135	0	1	2	1	9	669

ARMY PERSONNEL CENTRE: MANPOWER PROJECTIONS

Personnel Administration Grouping

Civilian

	Sup	Gde	Gen	Hands	SOGD	P&GSD	Drivers	Total Staff	Total Civilians
Personnel Administration Wing									
HQ									
Officers									87
Soldiers									468
Management/Technical Services									14
Information Systems Wing									
Data Acquisition									34
Information Services									38
Pensions Wing									104
Support Staff	12	2		1	1		6	22	45
Total	12	2		1	1		6	22	790
Total Personnel Administration Grouping									857

ARMY PERSONNEL CENTRE: MANPOWER PROJECTIONS

Summary of Totals

MILITARY

Officers	General *	Brig	Col	Lt Col	Maj	Capt	Total Officers	
	3	6	24	33	67	19	152	
Soldiers	WO	SNCO	JR				Total Soldiers	Total Military
	32	38	15				85	237

CIVILIAN

Officers	Grade 3	Grade 5	Grade 7	SEO	HEO	EO	RO	Total Officers	
	0	1	4	4	28	98	67	202	
Clerks	AO	AA	PS	SGB1	SGB2			Total Clerks	
	723	177	8	1	2			911	
Supp Staff	Typ Mgr	Typ	Sup Gde	Gen Hands	SOGD	PtGSD	Drivers	Total Staff	Total Civilians
	1	9	12	2	1	1	6	32	1145
Grand Total								1382	

ANALYSIS AND SELECTION OF THE LOCATION OPTIONS

INITIAL REVIEW

1. Housing the Army Personnel Centre in a single location requires a building of approximately 20,000 square metres. An initial trawl, by Central Services (CS) and Defence Lands Services (DLS), identified 47 potential sites. These sites either provided a building of the required size or gave the potential to develop a suitable building.

2. A desk review by the Location Working Group, chaired by Hd AG Sec1, reduced the list to 9 sites for further investigation:

- a. Queen Elizabeth Park, Guildford.
- b. RAF Greenham Common.
- c. St Georges Barracks, Sutton Coldfield.
- d. Kentigern House, Glasgow.
- e. Glen Parva, Leicester.
- f. Ruddington, Nottingham.
- g. RAF Hullavington.
- h. Two commercial properties which are not disclosed on grounds of commercial sensitivity.

3. Further potential sites were submitted by IL (Lands) from which Simpson Barracks, Northampton, was added to this list. Hillier Parker were then commissioned to carry out a site search. They identified 37 'greenfield' development sites in England, which conformed to the criteria established by the Study Director, 7 sites in Wales and 2 in Stockton-on-Tees. They identified a total of 7 available commercial properties, including 2 which were already listed, and this resulted in 3 properties being added to the list.

ON-SITE REVIEW

4. The 13 selected sites were viewed by the Project Director, Project Manager, the consulting engineers and architects appointed by Defence Works Services (DWS), and a representative of the local District Int Coy for advice on building security. After the initial visits, 2 commercial properties and the following Defence Estate sites were eliminated:

- a. RAF Greenham Common. The present buildings at RAF Greenham Common are not readily adaptable for use as an Army Personnel Centre, and the area of the site nearest to the main road slopes, this is not ideal for development. These factors coupled with the need to

allow access to certain areas governed by the INF Treaty and the advice from CM(IR)FP that recruiting and retaining a workforce in the area would be impossible, eliminated RAF Greenham Common from the list.

b. Glen Parva, Leicester. Any proposed development on this site would need to take place while the current RPO/MRO continued to function, and would not meet the time frame for the relocation. The present buildings would be inadequate for the proposed new organization, and they do not lend themselves to expansion. The architects advice is that the fragmented site does not have enough space for a new build and car park, there is no scope to expand the messes and there are too few married quarters.

d. Imphal Barracks, York. The Imphal Barracks Campaign Committee presented the team with a proposal to build the Personnel Centre within Imphal Barracks. The original submission was modified when it was discovered that the chosen piece of land was already earmarked for development. The Project Manager, a DWS representative and the architect met with G4 Qtg Coord Eastern District, DIA York and DWS York in Imphal Barracks on 14 Oct 92. At the meeting it was confirmed by the Quartermaster that there was no spare office accommodation in Imphal Barracks. Examination of site plans showed that the Barracks is land-locked by the main road, housing development and a parcel of common land. Building a personnel centre on site would mean demolishing all the buildings located to the rear of the District Headquarters Block, the MT Lines and encroach on the playing fields, the playing fields are designated "green space". The building with car-parking would be a tight fit and the local access roads would need to be improved, separate access would be necessary, which in time would increase the security requirement. The DLA is of the opinion that in exchange for building on "green space" the local authority would expect MOD to finance infrastructure improvements. It was also pointed out that MQs in York are at a premium and the Imphal Barracks messes could not cope with additional personnel. It is concluded that any development in York would need to be on a commercial "green field" site.

DEVELOPMENT POTENTIAL OF CURRENT FIXED CENTRE SITES

5. Of the current Fixed Centre sites only Kentigern House has potential for development and this will feature in the investment appraisal.

6. Government Buildings, Stanmore is a shared location on the common user estate and, as it is within the perimeter of the M25, it does not meet the criteria set out in the Terms of Reference.

7. The Ashton-u-Lyne, Chester, Exeter, Leicester and York locations offer an existing nucleus of trained staff and a proportion of the married quarters required. The current

sites, however, do not offer scope for expansion or development of offices to 1990s standards. Development in these areas would need to be on 'greenfield' sites and will be addressed later in the Annex.

AVAILABLE OPTIONS

8. There are 4 options available from which to select a suitable location for the Army Personnel Centre:

- a. Purchase an existing commercial building.
- b. A new build and development on the Defence Estate.
- c. An extension to Kentigern House on the package of land adjacent to the present building.
- d. A new build on a 'greenfield' site.

PURCHASE OF AN EXISTING BUILDING

9. Three existing buildings in Glasgow, Bedfordshire and Northamptonshire, were identified as meeting the defined criteria for an Army Personnel Centre at a single location. Provision of Officers' and SNCOs messes is not required at any of these premises.

10. A detailed description of the Glasgow property (which is the preferred option) is below. It is not named because negotiations on its price have still to be conducted.

A GLASGOW PROPERTY

11. The Glasgow building is fitted with the trunking required to install computer network cables, and floor outlet boxes are provided for power and datacom distribution. The building may not provide all the space currently needed for document storage, but a vacant building nearby could meet this need and also overcome some of the reservations on securing the rear access to the building. No costs for these premises have been quoted, but a representative cost for storage space in close proximity has been included in the investment appraisal.

12. As well as being only 12 minutes, by car, from Glasgow Airport both railway stations and the bus station are within walking distance. By air, Glasgow is 2 hrs 25 mins from London. This information was provided by the Glasgow Development Agency.

13. There is already a nucleus of trained staff in Glasgow at the Regimental Pay Office and Manning and Record Offices in Kentigern House. Glasgow offers a quality workforce as almost 80% of its school leavers obtain ordinary or higher level qualifications. Currently 40,000 students are enrolled on a range of full and part time academic and vocational courses, at Glasgow's 12 colleges of further education.

14. Staff turnover rates for office based activities are approximately 7%; Kentigern House staff turnover is currently 6%. This implies substantial savings on recruitment and training costs.

15. Glasgow metropolitan area has a population of 1.8 million. 700,000 people live within the city boundary, and there is an economically active labour force of 342,000. Current unemployment levels are about 11.2% with the ratio men:women 4:1.

16. The RPO and MRO Glasgow currently occupy 11 MOQs and 6 MSQs in the Glasgow area. This is less than 10% of the requirement, however, purchase of new homes from a volume builder of repute would be considerably less than in the south of England.

17. Security Section (Scotland) consider that the building is no less vulnerable than other commercial buildings considered in the study.

A BEDFORDSHIRE PROPERTY

18. The investment appraisal indicated that purchase of a property in Bedfordshire would be, marginally, the cheapest solution. The difference in cost between the option and purchase of a property in Glasgow was, however, very small and well within the allowance for estimating error.

19. Any slight cost advantage was, however, offset by the major disadvantage of the absence of a nucleus of trained staff on which to draw. Although some of the staff employed in the offices in London and Stanmore might be willing to move and staff from other MOD branches might wish to transfer, the training requirement would be substantial. It was calculated that about 1000 staff would have to be recruited locally. There would be no need to build or purchase married quarters, as existing married quarters at Bushey and Stanmore are in the accepted travel to work distance.

A NORTHAMPTONSHIRE PROPERTY

20. The Investment Appraisal indicated that purchase of the property identified in Northamptonshire would be less cost-effective than either the Glasgow or Bedfordshire solutions. Like the Bedfordshire property, there is no nucleus of trained staff on which to draw. Although some staff might be willing to transfer from the nearest existing offices at Leicester, as a journey by road of at least 1 hour would be involved, numbers are likely to be limited and significant local recruitment and a substantial training requirement is likely to be necessary. Thus at present no married quarters are currently available in the area.

DEVELOPMENT ON THE DEFENCE ESTATE

21. There are 4 sites on the Defence Estate with potential for development:

- a. Simpson Barracks, Northampton.
- b. RAF Hullavington.
- c. St George's Barracks, Sutton Coldfield.
- d. Queen Elizabeth Park, Guildford.

SIMPSON BARRACKS

22. Simpson Barracks is the Royal Pioneer Centre. The site is identified for alienation; it is designated 'green space', therefore, planning permission for change to office use would have to be negotiated.

23. Development of the site would involve building a new office block on the sports field and linking it to the present Sandhurst Block. There is sufficient space in the Sandhurst block to house the civilian staff restaurant, and space in the existing regimental HQ and Guardroom could house the administration and support functions.

24. A new Officers' mess would need to be built. The SNCOs mess is adequate.

25. There is space on site to build a proportion of the married quarters, but a further 4.51 hectares is needed to complete the requirement.

26. A traffic study would need to be completed to determine any road improvements required for the access to the site.

27. The recruiting and staffing implications for this site are similar to those for a commercial property in Northamptonshire.

RAF HULLAVINGTON

28. RAF Hullavington is a redundant Royal Air Force Station. Since it has been surveyed as a potential location for the Army Personnel Centre the North Wiltshire District Council has placed a conservation order on the whole airfield and the accommodation area. The advice from the consulting architects, Leonard Manasseh Partnership, is that the increased risk of potential delay due to protracted planning negotiations or appeals, would militate strongly against the selection of this option.

29. Hullavington is a remote rural location, approximately 8 miles from Malmesbury to the north and Chippenham to the south. Consultants retained by CM(IR)FP have advised that it would be difficult to recruit and retain the 900 clerical

staff necessary to man the Personnel Centre. In addition, they advised that 600 light engineering jobs are being created in the Hullavington catchment area at the end of 1992 which would make the recruitment situation even more difficult.

ST GEORGE'S BARRACKS

30. St George's Barracks is currently the home of the Army School of Recruiting, which will disband in 1993. Defence Works Services Headquarters offices are on the site, and the Birmingham Garrison TAOR and transit facilities are provided here.

31. Office accommodation would be provided in a new build block on the parade ground, providing the full office requirement. The site provides adequate car parking space.

32. The Officers' Mess would need to be demolished and rebuilt to scale. The SNCOs mess is adequate, and either the present Junior Ranks Mess or the Junior Ranks Club could be used as a civilian restaurant.

33. 55% of the married quarters requirement can be built within St George's Barracks, the remainder would need to be built on land acquired for the purpose.

34. The advice from CM(IR)FP is that with a 12.5% unemployment level in the Birmingham conurbation, a ratio of men:women of 4:1, a workforce could be recruited and maintained. Leicester is 40 miles away, but as cross country routes by public transport are time consuming and unreliable a home to duty travel scheme would need to be set up in Leicester to encourage non-mobile personnel to transfer.

35. The advice from Hillier Parker is that planning permission for change of use to an office complex would be difficult to negotiate. The present access roads are through an established residential area, and there is likely to be local opposition to a major increase in traffic.

QUEEN ELIZABETH PARK

36. Queen Elizabeth Park was built in the 1960s as the WRAC Depot and is due to be vacated in 1993. Access to the site is through narrow residential roads.

37. The Army Personnel Centre would be accommodated in a new build office block on the parade ground, and also use the existing Education, HQ and Administration blocks. A new Officers' Mess would need to be constructed on the site of the current barrack blocks, and one accommodation block of the existing SNCOs' Mess would need conversion to provide single sleeping accommodation to scale. The existing rank and file mess would provide a civilian canteen without further work.

38. New parking areas would need to be constructed for both the office block and the Officers' Mess.

39. There is already an adequate perimeter fence at Queen Elizabeth Park, but it is understood that the CCTV requires some attention.

40. There are no married quarters available in the Southern District and any development at Queen Elizabeth Park would require a new build of the total married quarters requirement. Stoughton Barracks is close by which could provide a site on which to build the houses.

41. Currently, change of use for Queen Elizabeth Park and Stoughton Barracks is not in the District Plan. The advice from Hillier Parker and the architects is that change of use permission is likely to be difficult to negotiate, particularly as the road access is inadequate for the numbers of cars likely to travel to and from the site.

42. CM(IR)FP advise that it would be impossible to recruit and sustain a workforce of the size required by the Army Personnel Centre.

NEW-BUILD ADJACENT TO KENTIGERN HOUSE

43. Kentigern House is on the Common User Estate, but wholly occupied by MOD Directorates. There is a surface car park to the west of the building which is also in the ownership of the common user estate. This car park with a package of land currently owned by Glasgow City Council, car parking and cabin offices owned by Mitchells Self Drive, a Scottish pipe band practice room and a Grade II listed building owned by Mitchells Self Drive, has been identified by the planning authority as suitable for redevelopment.

44. The proposed new development would be linked to Kentigern House but have its own entrance. The Kentigern House car parking would be re-provided together with car parking for the new building. This would be in a basement car park with controlled access.

45. With minimal adaptation the Kentigern House staff restaurant would also serve the new building.

46. Recruitment for a Kentigern House extension would be similar to that for the commercial property in Glasgow.

47. The provision of married quarters would also be similar to that for the commercial property in Glasgow.

DEVELOPMENT ON A COMMERCIAL SITE

48. A proposed site layout for a 2 storey office block on the former site of the Army Vehicle Disposal Depot, Ruddington, Nottingham has been prepared. This is a 'greenfield' site which has been cleared and provided with access roads and services in the main road. There is existing planning consent for office use.

49. To meet the security requirements outlined by the Chilwell Security Section, the site has been laid out to allow car parking beyond 25 metres and provision of a security fence which would probably require some landscaping to meet the local planning requirements.

50. The current nucleus of trained personnel in the Glen Parva site could be considered as an asset to Ruddington as it is less than 1 hour by road from Leicester, and with the incentive of a home to duty travel scheme a core workforce of about 180 people is available. CM(IR)FP advise that there is a local unemployment level of about 10% so that recruiting and maintaining a workforce should not be difficult.

51. The team is also aware of commercial sites in the vicinity of existing fixed centres. Following are representative samples which have been used as the basis for appraisal using the design criteria and the representative costs of the Ruddington build:

a. A Greenfield Site in Leicester. Locating the Army Personnel Centre on this site would avoid redundancies' amongst the 168 non-mobile personnel. It would also be possible to treat the 12 MOQs and 3 MSQs currently used by Glen Parva personnel as an asset. Grove park is close to the M1 and about 45 minutes from East Midlands Airport. Leicester is 1 hr 15 minutes from St Pancras.

b. Chester Business Park. This option would avoid redundancies amongst the 171 non-mobile personnel. Currently there are 5 MOQs and 3 MSQs used by Queens Park personnel. Chester is well placed for motorways, within 30 minutes of Manchester and Liverpool airports. It is 2 hrs 24 minutes by train from London.

c. York Business Park. This option would avoid redundancies amongst the 253 non-mobile personnel. 4 MOQs and 8 MSQs could be treated as an asset. York is close to the main arterial routes, and only 2 hours by train from London. Leeds/Bradford Airport is an hour away by road.

d. Middleton, Manchester. This location is the nearest to Ashton-U-Lyne identified in the site search. Locating the Army Personnel Centre on this site would avoid the need for redundancies of non-mobile personnel. The 2 MOQs, and the 3 MSQs currently occupied by APO personnel could be treated as an asset.

e. Exeter Business Park. This location would avoid redundancies amongst the 244 non-mobile personnel. Currently MRO/RPO personnel occupy 5 MOQs and 7 MSQs in the Exeter area, these could be treated as an asset. Exeter Business park is close to Exeter Airport, which has a service to Heathrow. It is also close to the A30 and M5. Exeter is 3 hours by train from Paddington.

52. The cost of land on these sites is very similar. The median is £K200 per acre.

53. A total of 39 sites have been identified in England and 7 in Wales. Land costs in England and Wales average £K200 although some city sites are 3 times this average. The sites can be appraised using the representative costs calculated for the design and build at Ruddington. These sites do not, however, have the advantage of a retained workforce or any local married quarters.

54. In all instances the 'greenfield' sites have B1 planning consent for office development. There is however a time penalty attached to development on a 'greenfield' site, the programme for development assuming that clearance to proceed is received in April '93 indicates completion in July 1996.

ANNEX I

CURRENT COSTS OF PERSONNEL ADMINISTRATION

1. The Table at Appendix 1 shows the current annual costs of the Personnel Management Organization as £44,096,302.
2. The Table at Appendix 2 shows that if it were possible to achieve a 30% reduction, as required under 'Options for Change', then the annual cost would be £34,629,352.

THE ROBERTS STUDY - DO NOTHING OPTION: ANNUAL COSTS OF STATUS QUO

SER	ITEM OF COST	DAR	DM(A) MROs	AG/DAIS(A) DGAMR	MS	RPOs/APOs	TOTAL
		£	£	£	£	£	£
1.	PAY						
	a. Military	834,852	3,769,428	1,458,813	4,157,981	2,776,400	12,997,474
	b. Civilian	406,860	7,943,602	596,446	1,726,379	7,885,100	18,558,387
2.	PERSONNEL SUPPORT	53,304	252,638	92,859	119,275	221,000	739,076
3.	MATERIAL	0	0	531	1,457	18,700	20,688
4.	ACCOMMODATION	43,857	35,952	337,565	181,402	355,200	953,976
5.	OFFICE SUPPORT	49,966	76,310	6,194,071	63,709	637,290	7,021,345
6.	MEDICAL	0	6,025	10	63	37,200	43,298
7.	SECURITY						819,524
8.	PRS/CILOR						2,942,533
	TOTAL	1,388,839	12,083,955	8,680,295	6,250,266	11,930,890	44,096,302

- NOTE: 1. The discounted total at 6% over 25 years is £K 563705
 2. The table shows a summary of costs only.

THE ROBERTS STUDY - ANNUAL COSTS OF DO NOTHING OPTION WITH MAXIMUM
SAVINGS REQUIRED BY ECAB

SER	ITEM OF COST	DAR	DM(A) MROs	AG/DAIS(A) DGAMR	MS	RPOs/APOs	TOTAL
		£	£	£	£	£	£
1.	PAY						
	a. Military	584,396	2,638,599	1,137,884	2,910,587	1,943,480	9,214,946
	b. Civilian	284,802	5,560,521	471,200	1,200,189	5,519,570	13,036,282
2.	PERSONNEL SUPPORT	48,097	176,846	88,085	109,032	154,700	576,760
3.	MATERIAL	0	0	531	1,457	18,700	20,688
4.	ACCOMMODATION	43,857	35,952	337,565	181,402	355,200	953,976
5.	OFFICE SUPPORT	49,966	76,310	6,194,071	63,709	637,290	7,021,345
6.	MEDICAL	0	6,025	10	63	37,200	43,298
7.	SECURITY						819,524
8.	PRS/CILOR						2,942,533
	TOTAL	1,011,118	8,494,252	8,229,346	4,466,439	8,666,140	34,629,352

- NOTE: 1. The discounted total at 6% over 25 years is £K 442684
 2. The table shows a summary of costs only.

THE ROBERTS STUDY - ANNUAL COSTS OF DO NOTHING OPTION AFTER TAKING MAXIMUM SAVINGS
CONSIDERED FEASIBLE TO RETAIN VIABILITY OF ALL EXISTING SITES

SER	ITEM OF COST	DAR	DM(A) MROs	AG/DAIS(A) DGAMR	MS	RPOs/APOs	TOTAL
		£	£	£	£	£	£
1.	PAY a. Military b. Civilian	584,396 284,802	2,864,766 6,502,709	1,137,884 471,200	2,910,587 1,200,189	2,049,184 5,914,284	9,546,817 14,373,184
2.	PERSONNEL SUPPORT	48,097	240,804	88,085	109,032	216,905	702,923
3.	MATERIAL	0	0	531	1,457	18,700	20,688
4.	ACCOMMODATION	43,857	35,952	337,565	181,402	355,200	953,976
5.	OFFICE SUPPORT	49,966	76,310	6,194,071	63,709	637,290	7,021,346
6.	MEDICAL	0	6,025	10	63	37,200	43,298
7.	SECURITY						819,524
8.	PRS/CILOR						2,942,533
	TOTAL	1,011,118	9,726,566	8,229,346	4,466,439	9,228,763	36,424,289

- NOTE: 1. The discounted total at 6% over 25 years is £K 465629
 2. The reduction in staff costs is as follows:
 DM(A)/MROs - 15%
 RPOs/APOs - 20%
 REMAINDER - 30%
 3. The table shows a summary of costs only.